



**Montana Fish,
Wildlife & Parks**

BLACKFOOT RIVER

Draft Recreation Management Plan & Environmental Assessment



Draft ~ October 14, 2009 ~ Draft

Please Submit comments on this draft recreation management plan and environmental assessment no later than 5:00 p.m. on Monday, November 16, 2009 to:

Montana Fish, Wildlife & Parks
Attention: Blackfoot River Plan Comments
3201 Spurgin Road
Missoula, MT 59804

You may e-mail comments to blackfootcomments@mt.gov

Public Open House Information

You are invited to attend a public open house for the Draft Blackfoot River Recreation Management Plan. There will be opportunities to learn more about the different management issues and provide comments.

The open houses will be held from 6:00 p.m. to 8:00 p.m. at the following locations. You are free to come and go at any time during the open house.

Location	Date	Address
Ovando	Monday, October 19, 2009	Ovando School Gymnasium 108 Birch Street
Missoula	Thursday, November 5, 2009	Holiday Inn Missoula Downtown at the Park 200 South Pattee

Helpful Information for the Reader

The following information is intended to help the reader review this draft recreation management plan for the Blackfoot River and provide feedback to the Department.

The draft plan is organized as follows:

Chapter 1 provides an introduction to the Blackfoot River and North Fork of the Blackfoot River and explains the purpose and scope of the management plan.

Chapter 2 provides an overview of the recreation, natural resource, heritage resource and economic resource values of the Blackfoot River and North Fork of the Blackfoot River. This chapter also sets the stage for discussing ways to protect these values for future generations.

Chapter 3 describes the overall approach used to manage recreation on the Blackfoot River and North Fork of the Blackfoot River.

Chapter 4 describes the settings and identifies the desired conditions for eight distinct reaches (sections) of the Blackfoot River and North Fork of the Blackfoot River.

Chapter 5 focuses on specific recreation management issues and identifies management actions that could be used to address them.

Chapter 6 is the environmental assessment (EA) for the draft plan. The EA examines the critical management issues and predicts the impacts associated with implementing various management actions. For each management issue there is a critical examination of different alternatives for addressing the problem. This enables the reader and the decision-maker to carefully consider each issue and decide which alternative is the best approach.

For those who have time and want to learn about each management issue, we suggest that you read the entire draft plan, including the environmental assessment (Chapter 6). Many of the management topics are interrelated and therefore a comprehensive review of the material should help the reader to prepare useful comments on a variety of topics.

For those who are most interested in a particular issue and/or have only a limited amount of time to participate, we suggest that you focus on the environmental assessment (Chapter 6). This will enable you to review the management issue(s) that may be of most interest and identify the alternative that you prefer.

The FWP web site (fwp.mt.gov) includes information on the draft plan and EA. There is also a place to submit comments online.

Whichever approach you take, we appreciate your interest and value your input!

- FWP Staff

BLACKFOOT RIVER

Draft Recreation Management Plan

Cover Sheet

Proposed Action:	The Montana Department of Fish, Wildlife & Parks is proposing a recreation management plan for the Blackfoot River and North Fork of the Blackfoot River. The purpose of the management plan is to provide guidance to FWP staff and the FWP commission. This includes guidance for the day-to-day administration of the river recreation program and guidance for decision makers when establishing rules and policies. The proposed plan is based on the recommendations of the River Recreation Advisory for Tomorrow (RRAFT) Citizen Advisory Committee.
Type of Document:	Draft Recreation Management Plan & Environmental Assessment
Lead Agency:	Montana Department of Fish, Wildlife & Parks (FWP)
Decision Authority:	Chas Van Genderen FWP Parks Division Administrator 120 East 6 th Avenue PO box 200701 Helena, MT 59620-0701
Appeal Process:	This plan is subject to appeal, which must be submitted to the FWP Director in writing, and postmarked within 30 days of the date on the decision notice. The appeal must specifically describe the basis for the appeal, explain how the appellant has previously commented to the Department or participated in the decision-making process, and lay out how FWP might address the concerns in the appeal.
For Further Information:	Chet Crowser FWP River Recreation Manager 3201 Spurgin Road Missoula, MT 59804 (406) 542-5562 E-mail: ccrowser@mt.gov
Special Note:	Comments received in response to this recreation management plan/environmental assessment may be viewed by the public.

Acknowledgements

The River Recreation Advisory for Tomorrow (RRAFT) Committee

Montana Fish, Wildlife & Parks would like to thank the following individuals for their commitment to the river recreation resources of west-central Montana and acknowledge their efforts in the planning process leading up to this management plan.

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Willis Hintz, Missoula County Sheriff's Office
Captain
Lisa Moisey, Missoula County Parks Coordinator

Blackfoot River Advocates & Recreationists

The Blackfoot is one of Montana's most treasured river resources. FWP would like to thank all of those people (past, present and future) who have worked hard to protect this river and helped to shape the way it is managed.

Executive Summary

The Blackfoot River is one of Montana's popular rivers for recreation. The river's outstanding natural resources and diversity of recreational opportunities, combined with its proximity to Missoula, contribute to its popularity. In conjunction with this popularity, recreationists, landowners, conservationists and others have expressed concern over the recreational use on the river and how it impacts river resources and the recreation experience. This concern, coupled with the growing human population in the greater Missoula area, necessitates further river recreation management planning in order to ensure that high quality resource conditions and recreation opportunities are retained.

Montana Fish, Wildlife & Parks (FWP) manages the Blackfoot through strong partnerships with the people of Montana and their guests, landowners, outfitters, the Bureau of Land Management, the Forest Service, county officials and others who have a passion for this resource and how it is managed.

This management plan will provide guidance to staff when managing recreation on the Blackfoot River, North Fork of the Blackfoot River and adjacent lands owned or managed by FWP. The plan will also provide guidance to the FWP Commission. While this plan is designed to assist decision-makers, it does not replace the need for sound judgment, common sense and rational thinking.

The planning process utilized a citizen advisory committee called the River Recreation Advisory for Tomorrow (RRAFT) Committee. The committee helped to identify recreation issues and developed recommendations for management actions.

The plan describes the settings, characteristics, desired conditions and recreation opportunities for eight different sections (reaches) of the Blackfoot River and its North Fork tributary. The lower reaches will be managed for higher volumes of recreational use while emphasizing positive recreationist behavior and natural resource protection. The upper reaches will be managed for lower volumes of use and natural resource protection. The plan describes how the agency will monitor natural resource conditions and establish limits for use in upper reaches. This could include a permit system for Reach 3 (Harry Morgan FAS to Russell Gates FAS) that could be implemented if less restrictive management actions fail to achieve desirable conditions.

The plan builds upon management actions that are currently working well, while evaluating approaches to critical issues that must be considered in order to ensure future generations have a positive experience on the Blackfoot River and North Fork of the Blackfoot River. The plan includes an environmental assessment (EA) that examines the predicted impacts of implementing this plan and alternative actions. In its present form it is a draft management plan. The public is invited to comment on any portion of this draft plan and EA. The final plan will be based on public review and assessment of this draft recreation management plan and environmental assessment.

This draft plan outlines the public involvement process and explains how to participate. Additional information can be obtained through the FWP website (<http://fwp.mt.gov>). Please contact FWP at (406) 542-5562 if you are unable to find the information you are looking for or if you have questions about the proposed plan.

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Glossary – Abbreviations, Acronyms & Terms

There are a number of acronyms and terms used throughout this planning document.

BLM.....	Bureau of Land Management
Commercial Use.....	Any person or entity that utilizes land under the control, administration, and jurisdiction of FWP for consideration.
Competitive Event.....	Any organized, sanctioned, or structured use, event, or activity on lands owned or managed by the Department or related waters in which two or more contestants compete, the participants register, enter, or complete an application for the event, and/or a predetermined course or area is designated.
Desired Conditions.....	Conditions that the public expects to experience or encounter when recreating on the river.
DNRC.....	Montana Department of Natural Resources and Conservation
FAS.....	Fishing Access Site
FWP Commission or Commission.....	Montana Fish, Wildlife & Parks Commission
FWP or Department.....	Montana Department of Fish, Wildlife & Parks
Indicator.....	A measurable variable that is representative of acceptable or desirable conditions.
Management Direction.....	Specific objectives and prescriptions that will guide FWP's decision making in order to achieve the desired condition.
MDT.....	Montana Department of Transportation
Non-restrictive Management Action....	Management actions that do not place restrictions on the recreating public and do not restrict or limit use.
Organized Group.....	A structured, ordered, consolidated, or scheduled event on lands owned or managed by FWP or related waters that is not commercial or competitive.
Professional Judgment.....	A method of monitoring that is based on the experience, observations and professional abilities of FWP staff.
Qualitative Analysis.....	A method of monitoring conditions that is based on assessing visitor satisfaction and or/perception of conditions.
Quantitative Analysis.....	A method of monitoring conditions that is based on assessing the amount of use.
Ration.....	Regulate use intensity by limiting the number of available opportunities to recreate on a river.
Restrictive Management Action.....	Management actions that restrict recreational opportunities by time, location or type.
River Reach or Reach.....	A section of the river defined to manage for different recreational opportunities and experiences based on location.
RRAFT Committee.....	River Recreation Advisory for Tomorrow Citizen Advisory Committee
SRP.....	Blackfoot River Special Recreation Permit Program
Standard.....	The maximum acceptable level for an indicator and exceeding that level could trigger the implementation of a management action.
Statewide River Recreation Rules.....	FWP rules governing the process for developing river recreation management plans or rules.
USFS.....	United States Forest Service

Located in the west-central part of the state, the Blackfoot River is one of twelve renowned “Blue Ribbon” rivers in Montana and is one of Montana’s most popular rivers for recreation. The river’s outstanding natural resources and diversity of recreational opportunities, combined with its proximity to Missoula, contribute to its popularity. In conjunction with this popularity, people have expressed concern over the recreational use on the river and how it impacts river resources and the recreation experience. This concern, coupled with the growing human population in the greater Missoula area, necessitates further river recreation management planning in order to ensure that high quality resource conditions and recreation opportunities are retained.

This map illustrates the Blackfoot River watershed, a significant water source in the Pacific Northwest. The river is shown in blue, originating from its headwaters in the north and flowing southwards. Key features include:

- Headwaters:** Located in the northern part of the map, near Seeley Lake and Clearwater.
- Major Towns:** Missoula, Lolo, Turah, Clinton, Drummond, Hall, Maxville, Garrison, Avon, Elliston, and Helena are marked along the river's course.
- Creeks and Lakes:** Numerous tributaries are labeled, including the Lolo Creek, Clear Creek, and various forks of the Blackfoot River. Lakes such as Seeley Lake and Clearwater Lake are also shown.
- Geographic Features:** The map shows the river's path through a region characterized by yellow-shaded areas, likely representing forested or protected lands.

The North Fork of the Blackfoot River (see gray dot in Figure 1.1) begins in the Scapegoat Wilderness, flowing much of its length through a fairly deep, forested canyon within the U.S. Forest Service boundary. As it makes its way to the valley floor, the North Fork flows through a more pastoral setting bordered by private land on its way to the Blackfoot River.

DRAFT Blackfoot River Recreation Management Plan 1

laid the groundwork for river recreation management on the Blackfoot, pioneered the concept of providing public access on private land, and set a precedent for collaborative resource and recreation management. This collaborative approach can be described as a public-private partnership and is based on meaningful communication between the agencies, private landowners, the recreating public, and those who share a passion for the Blackfoot River. It is also the foundation for this management plan.

1.2 Purpose & Scope

The purpose of this recreation management plan is to provide guidance to Montana Fish, Wildlife & Parks (FWP) for managing recreation on the Blackfoot River and North Fork of the Blackfoot River. Implementation of the plan may require FWP Commission rulemaking, which includes additional opportunities for public involvement.

The plan promotes a full variety of high quality recreation opportunities for a diverse public while protecting the natural resource values associated with the river and adjacent uplands. While not a resource management plan, this plan does recognize the important role that resources play in the recreation experience and the potential impacts that recreation can have on those resources.

The plan guides recreation management in three ways. First, the plan identifies the desirable social and resource conditions for different reaches (sections) of the river. Second, the plan identifies management actions that can be implemented on a routine basis to manage recreation and address recreation-related issues. Third, the plan identifies indicators and standards to guide the implementation of future management actions.

This plan encompasses recreation that occurs on the Blackfoot River from its headwaters to its confluence with the Clark Fork River, the North Fork of the Blackfoot River downstream from the United States Forest Service boundary to the river's confluence with the main stem of the Blackfoot River, and lands adjacent to the Blackfoot River and the North Fork of the Blackfoot River that are owned or managed by FWP. This plan does not govern Bureau of Land Management (BLM) decision-making or supercede BLM authority over its lands. The plan does reflect input from the BLM. The plan offers recreation management guidance that could be considered by the BLM and implemented when and where appropriate. This plan does not apply to recreation occurring on private lands or other public lands that are not under the jurisdiction of FWP. However, the plan does address issues that may affect private lands and/or other public lands. Additionally, the plan does not govern fishing regulations or decisions surrounding water usage or water rights.

FWP is the lead agency in the development of this recreation management plan. Cooperation and coordination with other agencies and private landowners is important due to the diverse land ownership adjacent to the river and varying authority and management responsibilities.

1.3 Vision Statement & Guiding Principles

The Blackfoot River is valued for its outstanding recreation and natural resources. It is important to protect the natural resources of the river and to preserve the quality of the recreation experiences for future generations. As the demand on natural resources and the interest in river-related recreation continues to grow, FWP, working for the people of Montana and their visitors, will seek a balance between quality of experience and unrestricted use of a limited resource. The following principles shall guide management decisions and help to achieve this vision.

- ▶ The aquatic and terrestrial resources in and along the Blackfoot River and North Fork of the Blackfoot River contribute significantly to the recreation experience. It is critically important to manage use of the river in a way that protects and in some cases restores these outstanding resources, including coldwater fisheries of the Blackfoot River.

- ▶ People visit the Blackfoot River and North Fork of the Blackfoot River for different reasons and expectations vary from person to person. It is therefore important to provide a diverse range of recreation opportunities and experiences. By dividing the rivers into reaches it is possible to manage for different recreation opportunities and experiences based on location. It is also important to manage river use in a way that provides reasonable and equitable opportunities for all river users and results in conditions that are acceptable to the recreating public and those who are affected by river recreation.
- ▶ The Blackfoot River watershed includes a mix of private and public land with varying agency authorities and jurisdictions. The cooperative spirit of resource management in the Blackfoot watershed has proven successful and shall be promoted in the future.
- ▶ When addressing recreation issues on the Blackfoot River, it is important to assess how management actions might affect recreation opportunities. Less-restrictive management actions should be considered before proceeding to more-restrictive management actions. While less restrictive actions must be considered, more restrictive actions may be implemented either before or in conjunction with less restrictive options if less restrictive actions would have little or no effect.
- ▶ The recreating public and those who are affected by recreation want the opportunity to be involved in the decision-making process. It is fundamentally important to provide meaningful opportunities for the public to engage in the planning process and to provide input before decisions are made or restrictions are implemented.
- ▶ This management plan, and any rules necessary to implement the plan, must be technically and socially feasible; legal; affordable; measurable; enforceable; and reasonable to administer.

1.4 History of Recreation Planning

Management of recreational use and a conservation program for the river corridor became a topic of discussion with local landowners in the late 1960s. The Nature Conservancy and the University of Montana became involved in the early 1970s and in 1973 the U.S. Department of Interior's Bureau of Outdoor Recreation became a participant. In June of 1976 the Blackfoot River Recreation Corridor Agreement was established and encompassed 26 miles of mostly privately owned river frontage. The area included in the corridor extends from Russell Gates FAS to Johnsrud Park FAS. The agreement between FWP and private landowners allows recreational access to private lands up to 50 feet above the high water mark unless otherwise posted. The agreement also has a specific set of regulations governing recreational use.

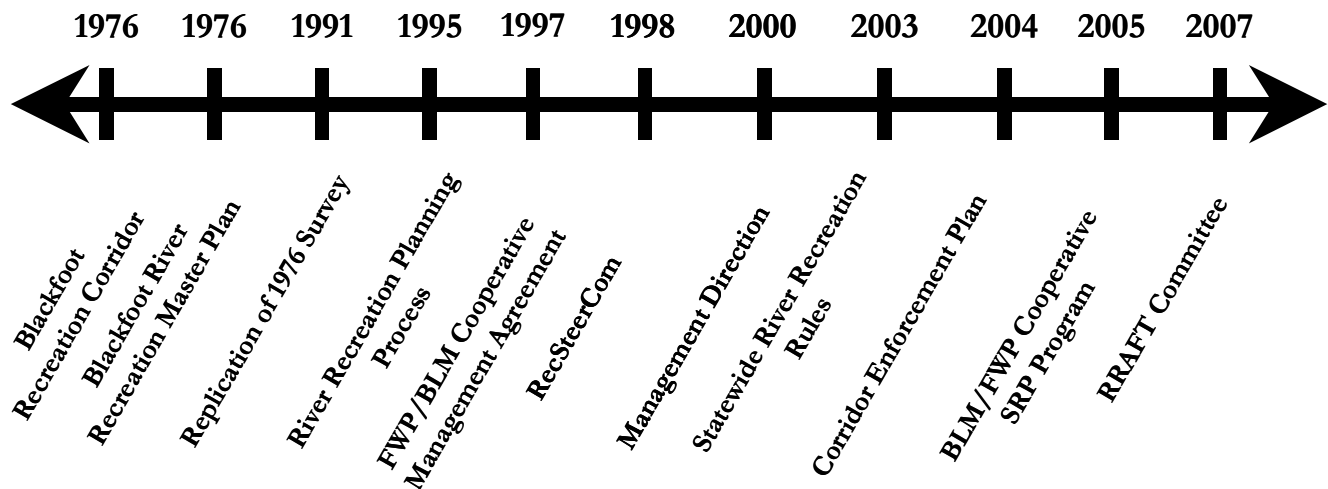
The first recreation planning document for the Blackfoot was entitled *The Blackfoot River, A Conservation and Recreation Management Plan*. This document was published in October of 1976 by The Nature Conservancy and the Bureau of Outdoor Recreation. A study conducted in 1976 by Fish, Wildlife & Parks entitled *Recreational Use on the Lower Blackfoot River* first inventoried public use and developed the first recreation management guidelines. This study was in part duplicated in 1991 and the results published as *Recreational Use of the Blackfoot River Recreation Corridor*. The results provided use estimates and compared them to the results of the 1976 study. Findings of this study were the primary factors leading to the establishment of the Recreation Steering Committee (RecSteerCom) in 1998. One of the significant contributions of the RecSteerCom was to identify seven river reaches and the desired conditions for each reach. The reach definitions and desired conditions as well as other recommendations for recreation management were published as the *Blackfoot River Recreation Management Direction* in 2000.

More recently, FWP created a set of rules to guide planning and management of river recreation in Montana, worked cooperatively with the Missoula County Sheriff's Department and other emergency response agencies to create a Blackfoot Corridor Law Enforcement Operations Plan, and established a special recreation

permitting program with the BLM for authorizing commercial use, competitive events and organized group activities.

In 2007 FWP appointed the River Recreation Advisory for Tomorrow (RRAFT) Committee. The RRAFT Committee, a diverse group of individuals interested in river resources and river recreation, was tasked with developing recommendations for this management plan. Figure 1.2 shows a timeline of important steps in the recreation management history of the Blackfoot.

Figure 1.2: Blackfoot River Recreation Management History Timeline



1.5 Planning Process Overview

In June of 2007 FWP appointed a citizen advisory committee called the River Recreation Advisory for Tomorrow (RRAFT) Committee to develop recommendations for a Blackfoot River recreation management plan and provide input on recreation management issues on other rivers in west-central Montana.

The RRAFT Committee was intentionally formed as a diverse group of individuals appointed to represent the various river recreation management interests and the interests of those who are affected by management actions. This included interests such as anglers, boaters, private landowners, commercial outfitters, and conservationists. The committee also included agency representatives from FWP, the BLM, USFS, Missoula County Sheriff's Department and Missoula County Parks. The committee held 30 meetings from June 2007 through May 2009 to develop recommendations for managing recreation on the Blackfoot River and presented those recommendations to the FWP Region 2 Park Manager and the Parks Division Administrator.

To facilitate public involvement, FWP established a Blackfoot River Recreation Management Plan web page that provided information about the planning process, including updates on the RRAFT meetings, and enabled the public to submit comments at any time during the process.

Based on the recommendations of the RRAFT committee and input from staff, FWP developed a draft plan and environmental assessment (EA). The purpose of the EA is to assess the impacts of adopting the plan and implementing recommended management actions. The EA identified and discussed key issues, presented a range of alternatives to address those issues and identified the predicted impacts and consequences to the environment with each alternative (See Chapter 6).

The Draft Plan and EA were released for public review and comment on Wednesday, October 13, 2009. FWP conducted open houses in Missoula and Ovando. The public comment period generated {#} formal comments.

On {DATE} the FWP Parks Division Administrator issued a decision notice for the environmental assessment and adopted a Final Blackfoot River Recreation Management Plan. The Final Blackfoot River Recreation Management Plan is expected to direct recreation management on the Blackfoot River and North Fork of the Blackfoot River for the next 10 to 15 years.

1.6 Land Ownership & Jurisdiction

Lands along the Blackfoot River are owned by a variety of public and private entities (see descriptions below). Table 1.1 shows the approximate percentage of riverfront land ownership along the Blackfoot River and North Fork of the Blackfoot River.

Table 1.1: Blackfoot River & North Fork of the Blackfoot Riverfront Land Ownership

Blackfoot River	
Owner	% Ownership
Private	65%
Bureau of Land Management	13%
Montana Fish, Wildlife & Parks	6%
The Nature Conservancy	5%
US Forest Service	4%
State of Montana (DNRC & MDT)	3%
University of Montana - Lubrecht Forest	3%
U.S. Fish & Wildlife Service	1%
North Fork of the Blackfoot River	
Owner	% Ownership
Private	59%
US Forest Service	38%
FWP	3%

Private

The majority of lands along the Blackfoot River and North Fork of the Blackfoot River are privately owned. This includes ranch and agricultural land as well as seasonal and permanent home sites. While the percentage of private ownership is high, there are relatively few places in which homes can be seen from the river. Conservation easements exist along the river in many places in the middle reaches of the Blackfoot, particularly from the Helmsville/Ovando area to Greenough. These easements were negotiated with individual landowners and in most cases limit development opportunities while entitling the landowner to tax incentives for agreeing to the terms of the easement.

Montana Fish, Wildlife & Parks (FWP)

FWP owns 14 parcels of land (approximately 1600 acres including Aunt Molly Wildlife Management Area) adjacent to the Blackfoot River and North Fork of the Blackfoot River. Most of these parcels are Fishing Access Sites, which provide the primary public access points. In addition, FWP leases 3 parcels from private landowners for the purpose of providing public access at the following sites: Clearwater Bridge (6-Stall), Sunset Hill (3-Stall), and Roundup. FWP also manages recreational use in accordance with the Blackfoot River Recreation Corridor Landowner's Agreement.

Bureau of Land Management (BLM)

The BLM owns the largest percentage of public land along the Blackfoot River. A significant portion of this land lies between Corricks River Bend FAS and Johnsrud Park FAS. Recreation on the Blackfoot River is managed cooperatively through a successful BLM/FWP partnership.

The Nature Conservancy (TNC)

TNC is one of the world's largest conservation organizations. Since 1979, TNC has conserved more than a half million acres of land in Montana. In 2008 TNC began the purchase of hundreds of thousands of acres of land in western Montana from Plum Creek Timber Company. Some of this acreage borders the Blackfoot River. In the future, these lands may be sold to private landowners or public management agencies. Lands owned and held by TNC are open to the public for recreation.

United States Forest Service (USFS)

The USFS owns a small percentage of land in the upper stretches of the Blackfoot River and a considerable percentage of land on the North Fork of the Blackfoot River. The section of the North Fork within the Bob Marshall Wilderness Area Complex is managed in accordance with the Bob Marshall Wilderness Area Complex Management Plan.

Montana Department of Natural Resources & Conservation (DNRC)

DNRC owns a small percentage of land adjacent to the Blackfoot River. DNRC manages these lands to provide income for the State Education Trust. DNRC also has responsibility for fire control on state lands, including FWP lands. The Blackfoot River is listed as a navigable water way owned by the State of Montana. As a result, the streambed below the low-water mark is managed as state trust lands by DNRC.

University of Montana - Lubrecht Experimental Forest

The Lubrecht Experimental Forest is a 28,000-acre outdoor classroom and laboratory managed primarily by the University of Montana (DNRC has management responsibility for some of the forest). The forest was established in 1937 after an initial donation of over 19,000 acres from the Anaconda Company. In addition to research and education opportunities, the forest provides a variety of year-round recreational opportunities including walk-in access to the Blackfoot River.

County Government

The Blackfoot River flows through Lewis & Clark, Powell and Missoula Counties. The North Fork of the Blackfoot River flows through Lewis & Clark and Powell Counties. Under state law, these counties are responsible for reviewing the planning, road maintenance, and zoning for subdivisions and other use and development restrictions within their respective jurisdictions. In addition, each county has a Conservation District, which, in cooperation with FWP, establishes rules and administers the Montana Natural Streambed and Land Preservation Act (commonly called the 310 permitting process). This permit is required by any private individual or non-governmental entity proposing any activity that physically alters or modifies the bed or banks of a stream.

Each of the respective county sheriff's offices bear primary responsibility for search and rescue as well as other emergency responses within the river corridor. FWP River Managers, Wardens and River Rangers provide interagency support for emergency response.

1.7 Management Authority

FWP has statutory authority to manage recreational use of publicly accessible waters in Montana (MCA 87-1-303). FWP also has authority to manage use that occurs on lands under the jurisdiction or control of FWP (MCA 23-1-106). In addition to these statutes, the following rules, plans and documents are relevant to this plan.

Rules

- ▶ **FWP Statewide River Recreation Rules** (*ARM 12.11.401 through 12.11.455*). Rules that govern the development of river recreation management plans and rules.
- ▶ **FWP Commercial Use Rules** (*ARM 12.14.101 through 12.14.170*). Rules that govern commercial use that occurs on lands under the jurisdiction of FWP.
- ▶ **Blackfoot River Special Recreation Permit (SRP) Rules** (*ARM 12.11.6501 through 12.11.6575*). Rules that govern special recreation permits for commercial use, competitive events, and organized group activities.
- ▶ **FWP Public Use Regulations** (*ARM 12.8.201 through 12.8.213*). Rules that govern the use of all lands or waters under the control, administration, and jurisdiction of Fish, Wildlife and Parks (including designated recreation areas).
- ▶ **Blackfoot River Motorized Watercraft Closure** (*ARM 12.11.615(2)*). Rule that prohibits motorized watercraft on the Blackfoot River and all tributaries from their headwaters to the old Stimson Lumber Mill Dam at Bonner

Plans & Other Documents

- ▶ **Blackfoot River Recreation Corridor Landowner's Agreement.** A cooperative agreement between landowners and FWP that provides public access up to 50 feet above the ordinary high water mark unless otherwise posted. This agreement also contains a specific set of regulations pertaining to recreational use.
- ▶ **Cooperative Management Agreement Between the BLM and FWP for the Management of Recreation Use on Public Land and Water Resources within the Blackfoot River Corridor.** A management agreement between FWP and the BLM that establishes the terms for cooperative management of recreation on the Blackfoot River and adjacent owned or managed lands.
- ▶ **Blackfoot River Recreation Management Direction.** A management document produced in 2000 that identified management reaches of the Blackfoot River and North Fork of the Blackfoot River, desired recreation settings for these reaches and issues pertaining to river recreation management.
- ▶ **BLM Garnet Resource Area Management Plan.** A BLM management plan that includes management direction for BLM lands in the Blackfoot River drainage.
- ▶ **Bob Marshall Wilderness Area Complex Management Plan.** A USFS management plan that governs management of the portion of the North Fork of the Blackfoot River contained within the Bob Marshall Wilderness Area Complex.

Chapter 2.0 – Recreation and Resource Values

2.1 Introduction

The Blackfoot River is renowned for its recreation and resource values. This chapter provides an overview of the recreation, natural, heritage and economic resources and sets the stage for discussing ways to protect these values for future generations.

2.2 Recreation Values

Angling

Angling occurs year-round and is most popular in the early spring, summer and fall. Opportunities exist for both wade and float angling and while fly-fishing is particularly popular, artificial lures and bait fishing is also common.

Floating

Recreational floating is a popular activity due to the beautiful scenery, varied water conditions, and opportunities to observe birds and wildlife. During spring runoff and associated high-flows, portions of the Blackfoot and North Fork of the Blackfoot are popular among more skilled whitewater boaters. During much of the year the level of difficulty is relatively mild and floaters can find opportunities to suit almost all skill levels.

Inner-tubing

Inner-tubing is popular on the lower reaches of the Blackfoot and occurs primarily in the mid to late summer months after high spring flows have receded and the water and air temperatures have warmed. A particularly popular inner-tubing section exists between Whitaker Bridge and Johnsrud Park FAS.

Picnicking, Birding, & Other Land-based Recreation

In addition to providing access to the river, access sites provide opportunities for picnickers, birders, campers, hikers, sunbathers, hunters and other land-based recreationists. Many of these sites offer scenic settings, camping, and direct access to a variety of recreational opportunities.

Commercial Use

Commercial service providers are important to those who seek the knowledge and skill of an experienced guide or outfitter to enhance their recreation experience. All commercial river users are required to obtain a permit, pay a fee for commercial use and abide by specific terms and conditions that govern use of the permit. To date, there are nearly 90 registered commercial users providing services that include angling trips, whitewater trips, scenic floats, swift water rescue courses and shuttle services.

River Access

There are more than 30 publicly owned or managed access sites along the river. Some access sites are located near local communities and, in addition to river access, provide convenient land-based recreation opportunities. In addition to individual public access sites, within the Blackfoot River Recreation Corridor (Russell Gates FAS to Johnsrud Park FAS) the public is allowed to access the river via private land, up to 50 feet above the ordinary high water mark unless otherwise posted. Appendix A lists each of the public access sites, their location and existing facilities.

Recreation Use Statistics and Trends

The collection of recreation use data has been ongoing since the first recreation management efforts of the late 1970's. These data collection efforts have focused on areas such as recreationist expectations, desires and

satisfaction, landowner satisfaction, recreation use estimation, and commercial use. Trends indicate that overall recreation use on the Blackfoot River has and continues to increase. This is likely due to a combination of increased population growth, an improved fishery, and a general increase in the popularity of river recreation.

A study conducted in 2002 provided reliable overall recreational use estimates for each of the seven river reaches and portrayed general trends in use and user satisfaction. The data collected lacked enough specificity however, to make reliable inferences related specifically to amount, type, time and location of use.

Recently, FWP and the BLM have begun to improve the level of specificity in data sets through the hiring of a summer use monitoring Survey Technician as well as requiring commercial outfitters to submit annual use reports as part of the Blackfoot SRP program.

During the past two years (2007 and 2008) FWP has compiled a Blackfoot River Recreation Management Annual Report that highlights topics such as seasonal conditions, visitor use statistics, the SRP program, and recreation management accomplishments. The Annual Report incorporates improved data collection efforts to provide a snapshot of recreation occurring on the Blackfoot River. These reports are available to the public and contain the most current information on recreation use statistics and trends. See Table 2.1 Figure 2.1 and Figure 2.2 for highlights.

Table 2.1: Comparison of Angling Pressure (in Angling Days) on the Blackfoot River and North Fork of the Blackfoot River (2001-2007).

River Section	Angling Days/Year			
	2001	2003	2005	2007
Headwaters to Arrastra Creek	4939	4142	7220	3182
Arrastra Creek to the North Fork	5050	5072	2900	4286
North Fork to the Clearwater River	12940	11355	8549	12685
Clearwater River to the Mouth of the Blackfoot	13330	18456	18268	13580
Blackfoot Total	36259	39025	36937	33733
North Fork Blackfoot River	1058	833	2602	953

Figure 2.1: Percentage of People per Activity per Site (Summer 2008)

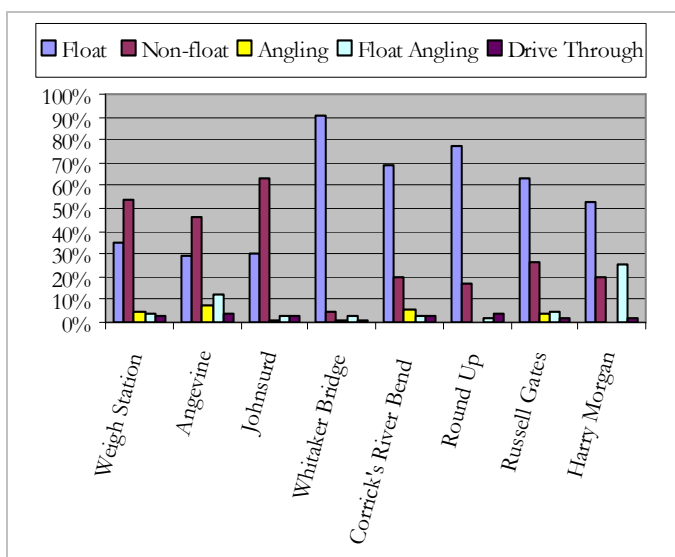
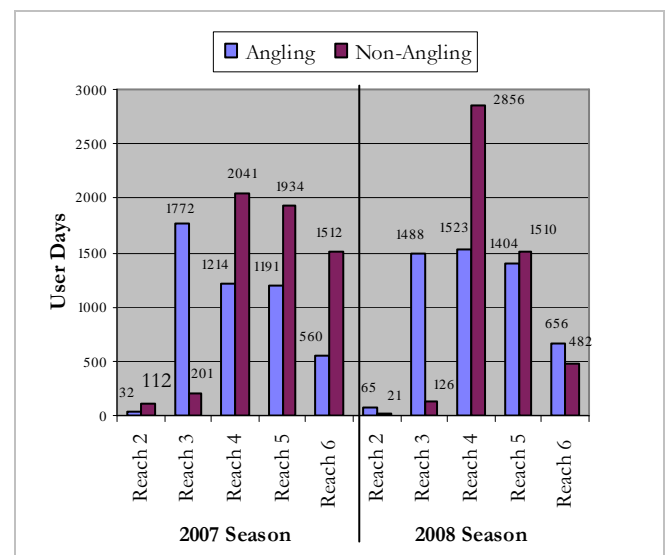


Figure 2.2: 2007 & 2008 Blackfoot Commercial User Days by Use Type and Reach



2.3 Natural Resource Values

Fish, wildlife, vegetation, and the water itself are just a few of the outstanding natural resource values that contribute to the recreation experience and help to define the Blackfoot River and North Fork of the Blackfoot River. The following section briefly describes these resources within the context of river recreation.

Water Resources

The gradient, volume, timing of flows and water quality can all influence available river recreation opportunities. From its headwaters to Mineral Hill (near the junction of MT Hwy. 200 and MT Hwy. 141), the Blackfoot River flows between steep, forested slopes. Above the community of Lincoln, the river flows underground during most years and then reappears below Lincoln. Before reaching Nevada Creek, the river meanders through cottonwood forests and wetlands, with the gradient increasing about four miles downstream from its confluence with Nevada Creek on its way to the North Fork of the Blackfoot. For its remaining 52 miles, the Blackfoot levels out and flows through open ranch land and timbered uplands. The gradient increases again from Roundup FAS to Johnsrud Park FAS travelling through a timbered and narrow canyon with high walls. The stream gradients throughout the Blackfoot River change from very steep in the headwaters area, to much flatter throughout the upper and middle valley reaches and then become steep again in the canyon of the lower river.

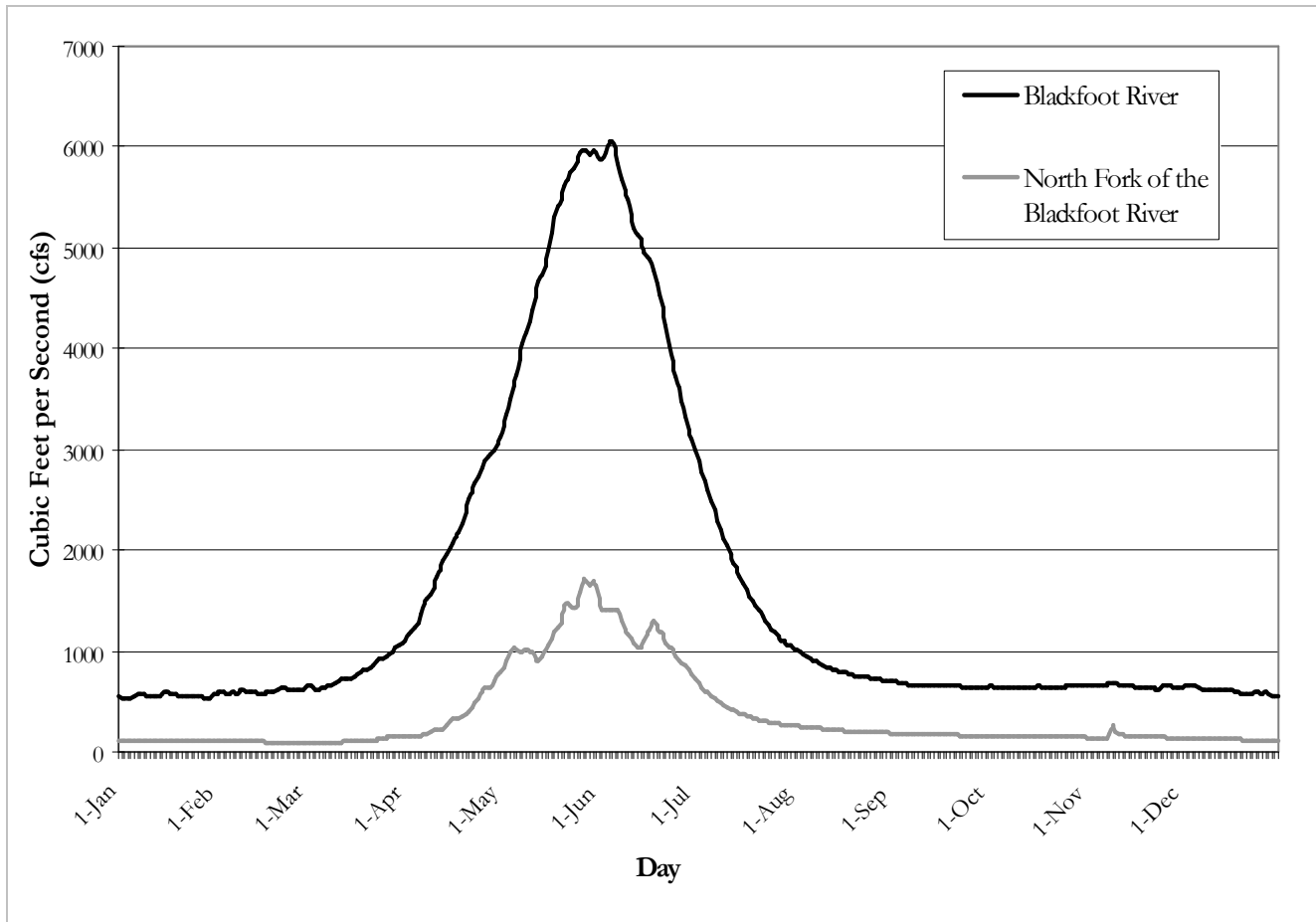
The North Fork of the Blackfoot River cascades swiftly from its headwaters in the Scapegoat Wilderness, increasing steadily in volume as it reaches the valley floor. The upper stretches pass through a fairly steep and forested canyon before emerging into a more pastoral setting as it nears its confluence with the main stem. The gradient of the stream decreases over its length beginning with difficult whitewater and then flattening out as it nears the Blackfoot.

The Blackfoot River and North Fork of the Blackfoot River flow year-round. Figure 2.1 shows a hydrograph of the Blackfoot River and North Fork of the Blackfoot Rivers' historic average monthly stream flows. Blackfoot River flows are taken at the US Geological Survey gauging station near Bonner (#12340000). The North Fork of the Blackfoot River flows are taken at the US Geological Survey Dry Gulch gauging station near Ovando (#12338300).

Water quantity is influenced by the amount of precipitation that occurs and the amount of water diverted from the river for irrigation. Peak runoff typically occurs between May and July. Low flows can limit floating opportunities above the confluence of the mainstem and North Fork during certain times of the year. Below the confluence, opportunities for float recreation are available most of the year during normal flows. A maximum stream flow of 19,200 cubic feet per second (cfs) was recorded for the Blackfoot on June 10, 1964, and a minimum flow of 200 cfs recorded on January 4 & 5, 1950. The water temperature of the Blackfoot River ranges from around freezing in the winter to 60-75 degrees F (10-20 degrees C) in summer.

Water quality in the Blackfoot is high with most monitoring sites indicating slight or no impairment. Except during spring runoff when the river experiences increased turbidity, suspended sediment in the river is generally minimal, leaving the Blackfoot clear with good visibility for most of the year. The Montana Department of Environmental Quality classifies the Blackfoot as a B-1 stream, meaning the river should be maintained for activities such as drinking and municipal uses, swimming and recreation, growth and propagation of trout and associated aquatic life, and as an agricultural and industrial water supply.

Figure 2.3: Historic Average Monthly Stream Flow for the Blackfoot River & North Fork of the Blackfoot River



Fisheries & Aquatic Resources

The Blackfoot River is a popular angling destination and is managed as a wild trout fishery, emphasizing natural reproduction. The basin is also the focus of native fish recovery efforts. The Blackfoot River is home to eleven native fish species including bull trout, westslope cutthroat trout, mountain whitefish, northern pike minnow, longnose and largescale sucker, and two species of sculpin. Eight non-native fish species inhabit the Blackfoot including brown trout, brook trout, rainbow trout, Yellowstone cutthroat trout, northern pike, fathead minnow, largemouth bass, and white suckers. Dominant fish species vary from westslope cutthroat and brook trout in the headwaters, brown trout from Lincoln to the North Fork confluence and rainbow trout from the North Fork confluence to the Blackfoot's confluence with the Clark Fork River.

Wildlife & Terrestrial Resources

The Blackfoot watershed provides abundant and varied habitat for a large amount of wildlife. The Montana Natural Heritage Program has determined that approximately 50 species of mammals, 230 species of birds and 4 species of amphibians utilize the area for permanent or migratory habitat. Whitetail deer, mule deer, elk, and black bear are commonly seen throughout the Blackfoot River drainage. Bighorn sheep can be spotted in rocky areas near Bonner and a sharp eye will occasionally identify moose. Grizzly bear, gray wolf and mountain lion also inhabit the Blackfoot, although sightings are less common. Upland game birds such as ruffed and blue grouse and waterfowl are common with frequent sightings of Canada goose, common merganser, mallard and great blue heron along the river. A variety of raptors can also be seen from the river and include red-tailed hawk, bald eagle, osprey and golden eagle. A wide variety of songbirds, small mammals, reptiles and amphibians are also present, many of which can be found in and around the riparian and adjacent upland areas.

Vegetation

Plant species growing along the banks of the river consist primarily of woody riparian vegetation such as willow, dogwood and cottonwood. Lodgepole pine, ponderosa pine, Douglas-fir and western larch can all be found adjacent to the river and on surrounding uplands, with under story groundcover such as kinnikinnik, juniper, snowberry and Oregon grape interspersed with grasses and forbs.

Geology & Soils

The bedrock in the Blackfoot is comprised primarily of sedimentary rock interspersed with granite and capped with lava rock. During the ice ages, glaciers flowed from the upper Blackfoot in the east and from the Swan Valley in the north shaping many of the landscape characteristics of the Blackfoot Valley that we see today. As the glaciers receded, they deposited glacial debris forming small hills and ridges along the valley floor. These hills and ridges created marsh and wetland areas where drainage collects today.

Open Space, Land Use & Aesthetics

Open space, land use and communities in the Blackfoot River valley define the aesthetic character of the Blackfoot and influence the quality of the recreational experience on the river. The viewshed within the river corridor includes the river itself, stream banks, canyon walls, and ridge tops on the skyline. Major land uses within the Blackfoot watershed include logging and ranching with both the upper and lower reaches of the drainage having experienced an increase in residential development (primary residences and recreational homes). Logging occurs primarily on adjacent private and public uplands and ranching occurs in the middle reaches of the drainage using water from the river to irrigate hayfields. Mining occurs to a lesser degree in the upper reaches of the river. Communities in or near the Blackfoot River watershed include Lincoln (pop. 1,100), Helmville (pop. 243), Ovando (pop. 71), Seeley Lake (pop. 1436), Greenough/Potomac (pop. 1,088), Bonner/West Riverside (pop. 1,693), East Missoula (pop. 2,070) and Missoula (pop. 64,081).

2.4 Heritage Resource Values

Historic Use of the Blackfoot River

The Blackfoot River has been an important part of the Western Montana landscape throughout the course of prehistory, history and modern times. Throughout those times, humans have used the Blackfoot for a travel corridor, subsistence resources, economic resources and recreation. American Indians were some of the early users of the Blackfoot River and the river corridor served as an important travel route for several area tribes. The Nimi'ipuu (Nez Perce) referred to the Blackfoot River as “Cokahlah-ishkit,” which means “Road to the Buffalo.”

In July of 1806, on their return journey, Captain Meriwether Lewis and nine men split from Captain William Clark and the rest of the Corps of Discovery and followed the Blackfoot River heading east, before rejoining on the Missouri River. The early 1800's also brought trappers to the area in search of pelts for the fur trade.

In 1865 gold was discovered near present day Lincoln and miners came to the area to establish claims. Subsequent gold discoveries in the area expanded the population of local residents and the network of roads between settlements. Stamp mills, used to extract gold from ore, demanded large quantities of lumber and subsequently led to a thriving logging industry. In the late 1800's and early 1900's the lower sections of the Blackfoot were used to float logs downriver to the mill in Bonner. Homesteading and ranching followed these mining and timber booms and have had a lasting influence on the character of the Upper Blackfoot.

Commercial recreation use of the river also began in the 1920's with the advent of guest ranches, one of which is still in use today and ranks among the oldest continuing guest ranches in Montana.

Historic Sites, Structures & Landscapes

Throughout the Blackfoot drainage there are remnants of homesteads and farmsteads along with building foundations, mills and mining sites. A number of surveys have been conducted within the Blackfoot drainage in an effort to document the area's historic and cultural resources.

Archeological Resources

Archeological resources have been documented in the form of lithic scatter (surface scatter of stone tools or debris), tree scars, rock cairns and fire hearths/roasting pits. Tree scars exist as a result of American Indians peeling the bark of ponderosa pine trees to expose and harvest the sweet candy-like cambium layer lying underneath. Eight rock cairns marked the original route of the Road to the Buffalo Trail and two can still be visited today. These cairns, which are probably hundreds of years old, served as both markers of the trail and points of spiritual significance. Fire hearths and roasting pits can be found in locations containing camas, a wildflower with an edible bulb that was an important food source for several American Indian tribes and the Lewis and Clark Expedition.

2.5 Economic Resource Values

Rivers and river recreation are an important part of Montana's tourism and travel industry. The 2008 Economic Review of the Travel Industry in Montana ranked rivers as 4th in the top ten attractions for vacationers to Montana. River recreation contributes to the local, regional and state economies through recreation, tourism and travel expenditures. These contributions include: purchases of equipment, food, lodging, and other amenities; job creation; and generation of tax revenues.

Although FWP is not aware of any studies that focus specifically on the economic values tied to Blackfoot River recreation, the Institute for Tourism and Recreation Research (ITRR) at the University of Montana has compiled information pertaining to the economic values associated with travel and tourism on a statewide basis. Some of these findings include:

- ▶ Nonresident travel expenditures generated over \$4.31 billion in total economic impact to Montana. (2007)
- ▶ The non-resident travel industry is the fifth largest employer in Montana comprising 7% of the state's total employment. (2007)
- ▶ 76% of non-resident traveler spending in Montana is tied to visitors who are attracted to natural resources. (2006)
- ▶ The outfitting industry in Montana (excluding hunting) generated a combined impact of more than \$100 million to Montana's economy. (2007)
- ▶ The average total trip expenditures for a guided angling trip in Montana is about \$3500. (2007)
- ▶ The average total trip expenditures for a guided raft/canoe/kayak trip in Montana is about \$1000. (2007)

Chapter 3.0 – Recreation Management Approach

3.1 Introduction

This chapter describes the overall recreation management approach and identifies management actions that will be used on a routine basis to manage recreation on the Blackfoot River and North Fork of the Blackfoot River. The management approach is organized into four categories:

- ▶ Desired Conditions
- ▶ Indicators & Standards
- ▶ Monitoring
- ▶ Range of Potential Management Actions

Figure 3.1 illustrates how the elements described in the management approach are related.

3.2 Management Approach

Desired Conditions

Desirable recreation and resource conditions are identified for each river reach. These are the conditions that the public expects to experience or encounter when recreating on the river. The desired conditions also reflect the interests of those people who live adjacent to the river and are affected by recreation. Establishing desired conditions is a critical part of managing recreation because they establish a recreation management vision for each section of the river. These are the conditions that management decisions should strive to achieve.

Indicators and Standards

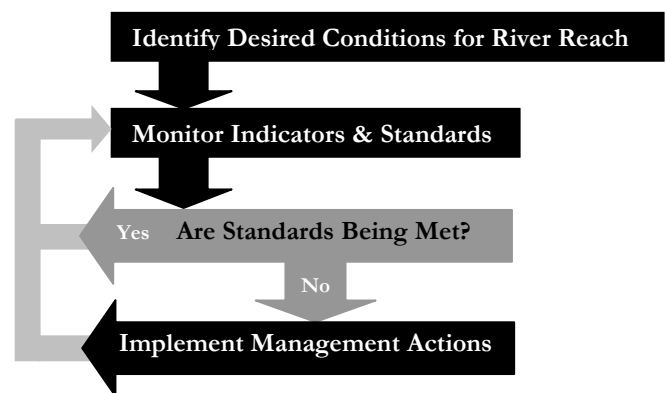
Indicators and standards help to determine when and where conditions become undesirable and warrant some type of management action. An indicator is a measurable variable that is representative of acceptable or desirable conditions. A standard defines the maximum acceptable condition for a given indicator. When the standard for an indicator is reached, conditions “trigger” the implementation of a certain management action. This approach offers an objective process for determining when conditions warrant some type of management action.

Monitoring

It is important to monitor the actual conditions on the river to assess whether or not they are desirable and acceptable according to the indicators and standards. Through monitoring, FWP can determine when it is time to implement some type of management action to improve conditions. Monitoring can be expensive and time consuming. Unless carefully thought out, monitoring can also result in gathering unnecessary information. There are different ways to monitor actual conditions and attain meaningful information that will help guide management decisions. This management plan identifies three methods for monitoring conditions. These methods include professional judgment, qualitative analysis and quantitative analysis.

Professional Judgment: FWP frequently relies upon professional judgment and experience to evaluate conditions and decide on non-restrictive management actions, e.g. a decision to increase law enforcement at a particular access site where disorderly conduct is a problem. Professional judgment may incorporate written

Figure 3.1: Management Approach Flow Chart



reports, comments from the public, observations in the field, or input from other agencies. More contentious problems, however, are often difficult for staff to assess, e.g. “When is it too crowded on the river?” In these situations it is more appropriate to use less subjective methods for monitoring conditions. The best approach for evaluating conditions and determining the need for management actions is a combination of professional judgment, qualitative analysis, and quantitative analysis.

Qualitative Analysis: Qualitative analysis is based on assessing visitor satisfaction and/or perception of conditions. This can be done in a number of ways including: interviews; questionnaires; comment cards; public meetings; and advisory committees. By periodically conducting qualitative analysis, FWP can identify upward or downward trends in public satisfaction and identify areas of concern. Low public satisfaction would indicate that additional management actions might be warranted to improve conditions.

Quantitative Analysis: Quantitative analysis is based on monitoring and assessing amounts of use. This type of monitoring yields quantitative data and is often based on measuring the amount of use in association with established capacities. Examples of capacity measurements used in river recreation include number of people, number of boats, and number of encounters with others. Quantitative measures are monitored through recording actual use or estimating the amount of use occurring in an area.

Range of Potential Management Actions

When managing recreation on the Blackfoot River and North Fork of the Blackfoot River, FWP will monitor current conditions to determine whether conditions are desirable. If monitoring suggests conditions are approaching or at an undesirable level, management actions may be implemented to maintain desirable conditions. Should conditions on the river warrant restrictions on recreation, it is important to assess how management actions might affect recreation opportunities and to consider less-restrictive management actions before proceeding to more-restrictive management actions. For that reason, management actions are categorized as non-restrictive, restrictive and rationing. While less restrictive actions must be considered, more restrictive actions may be implemented either before or in conjunction with less restrictive options if less restrictive actions would have little or no effect. Refer to Appendix B for a listing and description of potential management actions.

Non-restrictive Management Actions: Non-restrictive management actions do not place restrictions on the recreating public and do not restrict or limit use. Non-restrictive management actions do not require rulemaking or Commission approval and can be implemented by managers on an ongoing basis without having a major impact on recreational opportunities. Examples of non-restrictive management actions include the development of a public information plan to inform recreationists about river etiquette or the delineation of parking places to improve parking efficiency at an access site.

Restrictive Management Actions: Restrictive management actions restrict recreational opportunities by time, location or type. These management actions, however, fall short of rationing use. Restrictive management actions would not require users to obtain a permit to recreate on the river with the supply of those permits or authorizations being limited. The implementation of restrictive management actions may require rule-making and Commission approval. Examples of restrictive management actions include a restriction on the number of boats allowed to launch per day or a prohibition on certain types of recreation activities (e.g. float angling) during certain times.

Rationing: Rationing is a management action that regulates the intensity of use by limiting the number of available opportunities to recreate on a river. Rationing requires river users to obtain a permit or authorization to recreate on the river with the supply of those permits or authorizations being limited. Rationing is the most restrictive type of management action and should only be used after other less restrictive management actions have proven unsuccessful. Rationing would require rule-making and

Commission approval. An example of a rationing system currently in place in Montana is the Smith River State Park limited-entry permit system.

Public Information/Educational Messages

Effective and efficient communication strategies are important for sharing information with those involved in river recreation. This information can enhance the quality of a recreational experience, influence both recreationists' and landowners' actions and opinions, influence the behavior and safety of recreationists, and affect the condition of river resources. In addition, public information and education campaigns provide recreationists an opportunity for self-regulation, which may help to prevent the need for regulations or restrictions on use. There are a number of means of disseminating information to the public including personal contact by staff, printed handouts and brochures, signs and informational postings at access sites, postings on the website, and news releases.

3.3 Routine Management Actions

There are a number of management actions that FWP may implement, or continue to implement, on a routine basis to manage recreation on the Blackfoot River and North Fork of the Blackfoot River (summarized below).

Public Information Plan

To increase outreach efforts, FWP will develop a public information plan (PIP) for river recreation management in Region 2, including the Blackfoot River. Messages could be directed toward audiences region-wide, river-specific, reach-specific or site-specific. This plan should incorporate leave no trace outdoor skills and ethics. Leave no trace is a national program promoting practices and behaviors that can minimize resource and social impacts associated with recreation. The PIP should be revisited periodically to ensure that information and educational messages are relevant to current conditions and addressing river recreation issues of importance.

Public Safety & Emergency Response

Public safety and emergency preparedness is an important component to a quality river recreation program. FWP will continue to provide public information pertaining to recreating safely on the river (e.g. appropriate skills and equipment) as well as enforcing safety related rules and regulations (e.g. PFD requirements). Additionally, interagency emergency preparedness is a key element to effective emergency response. Cooperating agencies that are involved in emergency response efforts include:

- ▶ BLM Rangers
- ▶ FWP River Managers, Wardens and River Rangers
- ▶ Greenough/Potomac Quick Response Unit
- ▶ Missoula County Sheriff's Office
- ▶ Missoula County Search and Rescue
- ▶ Montana Highway Patrol

FWP will continue to coordinate with other agencies when addressing emergency response and public safety. This coordination could build on previously completed efforts (e.g. designating helicopter landing zones and managing traffic flow at access sites). The development of an interagency incident management plan would likely further enhance existing efforts.

Self-Registration

Focusing on the reaches where there is a need to collect recreation use data, FWP may require all floaters to self-register prior to launching at FWP owned or managed sites. The self-registration forms can provide information regarding the volume, timing, location, and types of use occurring on the river and at access sites.

Chapter 4.0 – River Reaches, Settings & Desired Conditions

4.1 Introduction

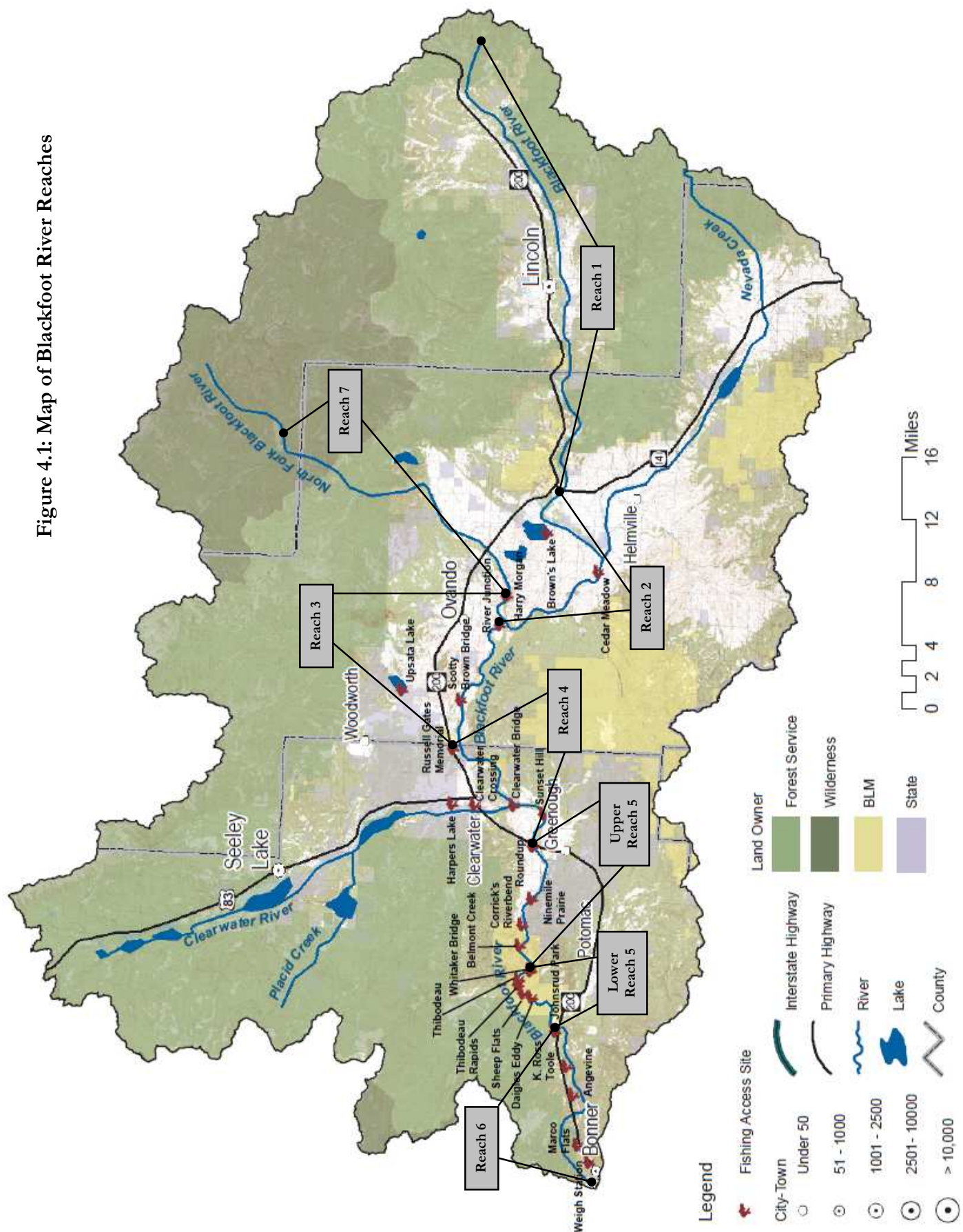
Recreation research has shown that there is no such thing as “an average visitor.” People desire different conditions and recreation opportunities. With this in mind, the Blackfoot River is divided into eight distinct sections called reaches. Dividing the river into reaches allows FWP and its partners to manage for different conditions and provide different recreational opportunities and experiences. This in turn helps people to choose where to recreate based on the settings, conditions and opportunities they are likely to encounter in a particular reach of the river.

Note: Reach 5 is divided into upper and lower sections instead of being individually numbered to remain consistent with existing language in rules that apply to the Blackfoot River Special Recreation Permit (SRP) program.

The reaches are as follows:

- Reach 1 – Headwaters to Mineral Hill Area
- Reach 2 – Mineral Hill Area to the North Fork Confluence
- Reach 3 – Harry Morgan FAS to Russell Gates FAS
- Reach 4 – Russell Gates FAS to Roundup FAS
- Reach 5 (Upper) – Roundup FAS to Whitaker Bridge
- Reach 5 (Lower) – Whitaker Bridge to Johnsrud Park FAS
- Reach 6 – Johnsrud Park FAS to the Clark Fork Confluence
- Reach 7 – North Fork Blackfoot River (North Fork Falls to Harry Morgan FAS)

Figure 4.1: Map of Blackfoot River Reaches



4.2 River-wide Desired Conditions

Desired conditions are the conditions that people expect to experience when recreating on or along the river. Desired conditions also guide management goals and actions. There are some desired conditions that are common to all reaches of the Blackfoot River (listed below). Other desired conditions apply to specific reaches and are identified in the next section of this chapter.

- ▶ The Blackfoot watershed is revered for its outstanding natural resources. Recreation management decisions will take a cooperative approach to protecting these resources by involving the FWP Fisheries and Wildlife Division as well as other resource management agencies.
- ▶ Woody debris in the Blackfoot River and its tributaries is an important component of stream health and fisheries habitat. FWP will seek to retain woody debris in the river while at the same time recognizing the need to remove or modify such debris in instances where there is a legitimate public safety concern.
- ▶ The landscape along the Blackfoot River varies depending on land ownership, land uses, and physical attributes. There is a common desire, however, to maintain a landscape that protects the views from and of the river, and a landscape that supports recreational opportunities and resource habitat.
- ▶ There is a history of cooperation between the public, management agencies and private landowners along the Blackfoot River. It is desirable to continue this cooperative approach for the benefit of all.
- ▶ The Blackfoot River and North Fork of the Blackfoot River are public resources to be enjoyed by the people of Montana and visitors to this state. They are also rivers where people seek quality recreation experiences. It is important to balance the *quantity* of recreation with the *quality* of recreation to ensure public satisfaction.
- ▶ Public safety is a key element to providing quality recreation opportunities on the Blackfoot River. There are several agencies responsible for the various aspects of public safety and it is desirable to continue a coordinated interagency approach in addressing public safety needs.
- ▶ The quality of the recreation experience on the Blackfoot River can be attributed in part to the prohibition on use of motorized watercraft on all reaches of the river.
- ▶ Some people desire the more pristine and quiet conditions that can be found in the upper reaches of the river. Other people desire a more social experience with opportunities for visitor interaction. These conditions are more common in Lower Reach 5 and Reach 6 during the summer.

4.3 Reach-Specific Desired Conditions

The remainder of this chapter describes the physical setting and desired conditions for each reach of the river and lists key considerations for maintaining the desired conditions. In addition, each reach has a maximum group size for commercial use, competitive events, and organized group activities (see definitions in Glossary). The maximum group sizes were established in 2005 as a part of the Blackfoot River Special Recreation Permit program and are not affected by this plan.

Note: Some reaches share the same desired conditions. Distinctions occur however in the key considerations for maintaining the desired conditions.

Reach 1 – Headwaters to Mineral Hill Area

Setting: The Blackfoot River begins approximately 20 miles east of Lincoln and flows for 47 miles in this first reach. The river meanders through a forested valley, interspersed with openings and meadows initially, and finishes its run through a heavily wooded canyon. The river is characterized by a relatively slow gradient, low seasonal flows and numerous logjams and sweepers. Riparian land uses are primarily forestry and limited agriculture, reflecting the mix of private and federal land ownership. Although Montana Highway 200 parallels this reach for much of its length, access to the river is limited. Historical recreation use has been primarily the day use activities of bank and wade fishing and swimming by the residents of Lincoln. Reach 1 has seven locations that provide public access to the Blackfoot River (see Appendix A for details).



Desired Conditions: Reach 1 provides a sense of tranquility and an opportunity to escape from the daily routine. Opportunities to see, hear or smell natural resources are widespread and prevalent. There are opportunities for visitors to experience a natural ecosystem while encountering few other people. Management presence is minimal. Facilities are rustic and blend in with the setting. Visitors to this reach are generally more experienced and self-reliant in nature and comfortable with a sense of solitude and remoteness.

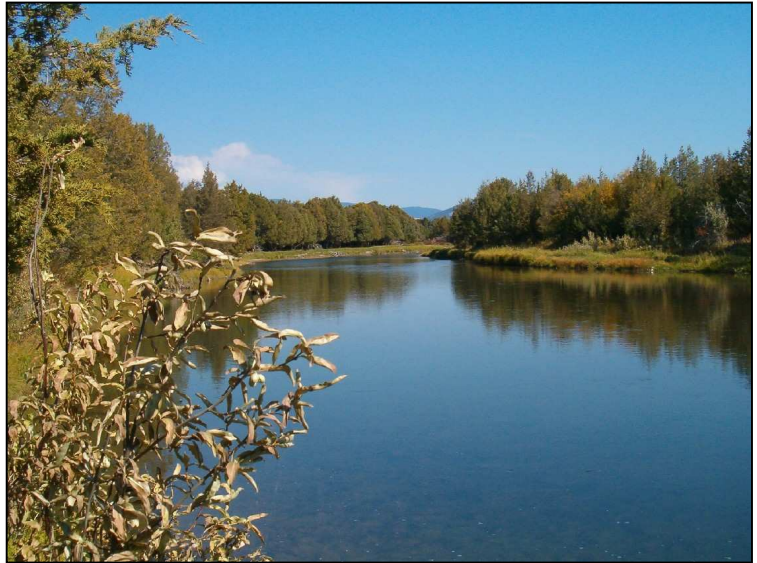
Key considerations to maintaining desired conditions in this reach include:

- Prevent high, concentrated use from becoming established in this reach.
- Manage access for non-floating opportunities such as wade angling, sightseeing and wildlife viewing.
- Maintain the undeveloped, primitive character of the river corridor.
- Retain public lands to provide natural resource protection and conserve private lands for the purpose of habitat and viewshed protection.
- Monitor resource protection indicators and standards with low tolerance for resource impacts.
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- Developed campgrounds should be relatively small, well managed, and occur infrequently.

Maximum Group Sizes: Organized group use and commercial float use is not permitted in this reach. The maximum group size for commercial wade angling is 3.

Reach 2 – Mineral Hill Area to North Fork Confluence

Setting: In Reach 2, the river meanders slowly through a pastoral setting for approximately 31 miles to the confluence with the North Fork. The riverbanks in this section are low and lined with brush, cottonwood and other riparian vegetation. Lands along the river are largely privately owned and dedicated almost exclusively to ranching and agricultural uses. Occasional views of cabins or dwellings and agricultural outbuildings are present. Because of the limited access, low river gradient, and meandering nature of the stream, the reach has traditionally been used by floaters seeking a quiet, peaceful float that does not require advanced boating skills. There are four locations providing public access in this reach (see Appendix A for details).



Desired Conditions: Reach 2 provides an opportunity to relieve stress in an undeveloped environment and experience a sense of tranquility away from the daily routine. Opportunities to see, hear or smell natural resources are common and prevalent, as are occasions to enjoy solitude. Socialization outside one's group is not very important, although the presence of others is expected and tolerated. Large numbers of other people are absent. A moderate level of management presence is important. Development within this reach can be seen occasionally and may include power lines, secondary and unpaved roads, single residences, farms, ranches and small cabins.

Key considerations to maintaining desired conditions in this reach include:

- Prevent high, concentrated use from becoming established in this reach.
- Maintain a rural/agricultural atmosphere with a long distance between access sites.
- Avoid creating additional access sites and/or access on private property.
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- Monitor resource protection indicators and standards with low tolerance for resource impacts.
- Avoid the addition of developed campgrounds.
- Monitor for increased use (displaced use) if restrictions or rationing are implemented in Reach 3.

Maximum Group Sizes: The maximum group size limit for organized group use and commercial use is 12. Competitive events may be permitted on a case-by-case basis.

Reach 3 – Harry Morgan FAS to Russell Gates FAS

Setting: This 12-mile reach flows through semi-open ranch lands and a timbered canyon then back into timbered hills and rangeland. The stream gradient is somewhat steeper than Reach 2 and stream flow is augmented by the North Fork, Monture Creek and Cottonwood Creek. Riparian land is essentially all privately owned with the exception of three fishing access sites (see Appendix A for details). The area is largely undeveloped with well-defined stream banks providing somewhat limited views from the stream. Due to the distance between access sites and the canyon topography, recreational use is primarily floating (angling and non-angling).



Desired Conditions: Similar to Reach 2, Reach 3 provides an opportunity to relieve stress in an undeveloped environment and experience a sense of tranquility away from the daily routine. Opportunities to see, hear or smell natural resources are common and prevalent, as are occasions to enjoy solitude. Socialization outside one's group is not very important, although the presence of others is expected and tolerated. Large numbers of other people are absent. A moderate level of management presence is important. Development within this reach can be seen occasionally and may include power lines, secondary and unpaved roads, single residences, farms, ranches and small cabins.

Key considerations to maintaining desired conditions in this reach include:

- Prevent high, concentrated use from becoming established in this reach.
- Maintain undeveloped character of corridor.
- Avoid creating additional access sites and/or access on private property.
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- Manage for walk-in and hand launch access at Scotty Brown Bridge FAS.
- Manage for float opportunities with float angling being a major activity.
- Actively manage for few encounters with other floaters.
- Limit developed campgrounds to the beginning and end of the reach.
- Avoid allowing dispersed camping to occur.
- Explore and pursue opportunities for designated float campsites.

Maximum Group Sizes: The maximum group size limit for organized group use and commercial use is 21. Competitive events may be permitted on a case-by-case basis.

Reach 4 – Russell Gates FAS to Roundup FAS

Setting: At the beginning of this 12-mile reach, approximately a mile downstream from Russell Gates FAS, the river narrows and enters a forested canyon. There is a noticeable increase in water velocity and large boulders are frequent in the riverbed. Even after the river exits the canyon, the added flow of the Clearwater River and an abundance of rocks in the stream contribute to the whitewater nature of this entire stretch. All types of whitewater boaters, both private and commercial, use Reach 4 extensively during the spring and early summer. During the summer and early fall, float and bank fishing is popular. With the exception of cabin sites on DNRC managed land at Sperry Grade, the predominate land use is forestry in the canyon coupled with agricultural uses from the Clearwater confluence to Roundup FAS.



Riparian lands are predominately privately owned with some DNRC and BLM upstream from the Clearwater confluence. Reach 4 is the uppermost section of the Blackfoot River Recreation Corridor that was established by private landowners, BLM, DNRC, FWP, and Missoula County in the mid 1970's. With the exception of Russell Gates, all access points are for day use activities only and are located on private land. All total, there are four public access sites in Reach 4 (see Appendix A for details).

Desired Conditions: Similar to Reaches 2 and 3, Reach 4 provides an opportunity to relieve stress in an undeveloped environment and experience a sense of tranquility away from the daily routine. Opportunities to see, hear or smell natural resources are common and prevalent, as are occasions to enjoy solitude. Socialization outside one's group is not very important, although the presence of others is expected and tolerated. Large numbers of other people are absent. A moderate level of management presence is important. Development within this reach can be seen occasionally and may include power lines, secondary and unpaved roads, single residences, farms, ranches and small cabins.

Key considerations to maintaining desired conditions in this reach include:

- Prevent high, concentrated use from becoming established in this reach while allowing for larger group sizes during the whitewater season (May 1 through June 15).
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- No additional access sites should be pursued or developed.
- Monitor public satisfaction with the number of encounters with other river recreationists.
- Monitor public satisfaction with the congestion at access sites.
- Monitor for increased use (displaced use) if restrictions or rationing are implemented in Reach 3.
- Provide developed camping only at Russell Gates FAS.
- Avoid allowing dispersed camping to occur.
- Explore and pursue opportunities for designated float campsites.

Maximum Group Sizes: The maximum group sizes for organized group use and commercial use is 30. This group size limit is increased to 40 during the whitewater season from May 1 through June 15. Competitive events may be permitted on a case-by-case basis.

Reach 5 (Upper) – Roundup FAS to Whitaker Bridge

Note: Reach 5 is divided into two sections: Upper and Lower.

Setting: The first six miles of this 10-mile reach, the portion downstream to Corrick's River Bend FAS, is very similar to the lower part of Reach 4. Ranching and forestry uses dominate, although there is a cluster of year-round residences on the north side of the river a few miles downstream from Roundup FAS. The second portion of the reach, from Corrick's River Bend FAS to Whitaker Bridge, flows through a timbered canyon that is under federal ownership and cooperatively managed by FWP and the BLM. The DNRC also manages a small parcel of riparian land in this section. This reach contains some whitewater during the first few miles, then gives way to sections of riffles interspersed with deeper pools.



A gravel road parallels the river for the entire reach but in most cases is out of view from the river. The lower end of the reach contains slower scenic stretches with tall red cliff faces adjacent to the river just upstream of Whitaker Bridge. Upper Reach 5 provides six public access sites as well as a considerable amount of public land adjacent to the river (see Appendix A for details).

Desired Conditions: Similar to Reaches 2, 3 and 4, Upper Reach 5 provides an opportunity to relieve stress in an undeveloped environment and experience a sense of tranquility away from the daily routine. Opportunities to see, hear or smell natural resources are common and prevalent, as are occasions to enjoy solitude. Socialization outside one's group is not very important, although the presence of others is expected and tolerated. Large numbers of other people are absent. A moderate level of management presence is important. Development within this reach can be seen occasionally and may include power lines, secondary and unpaved roads, single residences, farms, ranches and small cabins.

Key considerations to maintaining desired conditions in this reach include:

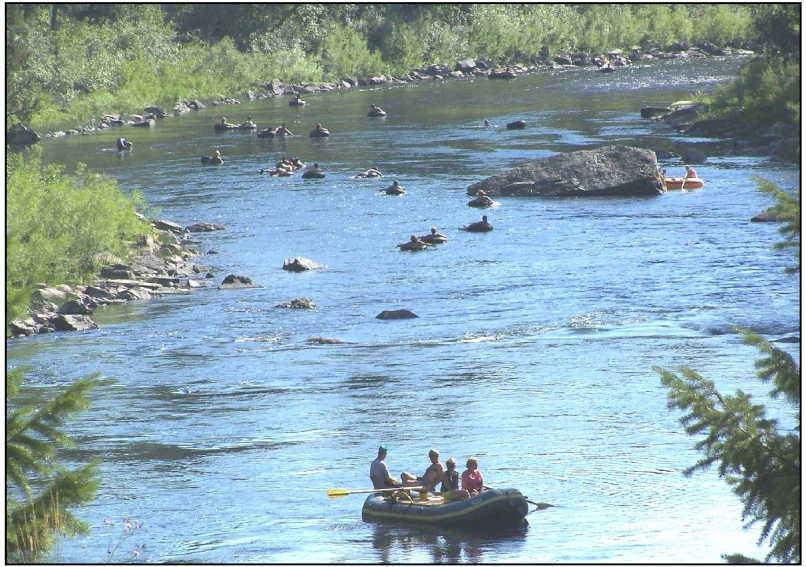
- Prevent high, concentrated use from becoming established in this reach while allowing for larger group sizes during the whitewater season (May 1 through June 15).
- Maintain access for float trips, wading anglers, camping, sunbathing, swimming and wildlife viewing, along with a possible hiking/bicycle/horse trail on the old Milwaukee Railroad roadbed.
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- No additional access sites should be pursued or developed.
- Monitor public satisfaction with the number of encounters with other river recreationists.
- Monitor public satisfaction with congestion at access sites.
- Monitor for increased use (displaced use) if restrictions or rationing are implemented in Reach 3.
- Avoid allowing dispersed camping to occur.
- Explore and pursue opportunities for designated float campsites.

Maximum Group Sizes: The maximum group sizes for organized group use and commercial use is 30. This group size limit is increased to 40 during the whitewater season from May 1 through June 15. Competitive events may be permitted on a case-by-case basis.

Reach 5 (Lower) – Whitaker Bridge to Johnsrud Park FAS

Note: Reach 5 is divided into two sections: Upper and Lower.

Setting: This 7-mile reach flows through a timbered, somewhat narrow canyon that is under federal ownership and cooperatively managed by FWP and the BLM. There are very few signs of development. The river gradient throughout the entire length of this reach is similar to Reaches 3, 4 and Upper Reach 5 - white water interspersed with pools and quiet stretches. A gravel road that parallels the river throughout the entire reach has historically provided easy access to the water and as a result, this reach has a considerable number of formal access points. This reach makes up the downstream portion of the Blackfoot River Recreation Corridor, which ends at



Johnsrud Park FAS. A wide array of recreational activities are available and the reach becomes especially busy during hot summer weekends when sunbathing and inner-tubing is popular. There are five public access sites in Lower Reach 5 (see Appendix A for details) and the river is bordered entirely by public land.

Desired Conditions: Lower Reach 5 provides opportunities to escape from the daily routine and relieve stress. There are occasional opportunities to see, hear or smell natural resources and experience brief periods of solitude but socialization within and outside one's group is typical and the presence of other visitors is expected. Development in this reach may be common but is interspersed with forests, water resources, hills, valleys, canyons, open spaces and agricultural land uses. This reach is attractive for day-use and weekend visitors from nearby communities, short-term campers and large groups. These conditions are appropriate so long as recreationist behavior and natural resource conditions are acceptable and so long as the Department monitors for displacement of use to upper reaches.

Key considerations to maintaining desired conditions in this reach include:

- Manage this reach for high, concentrated use during the summer season.
- Closely monitor for natural resource degradation, social conditions and visitor satisfaction.
- Avoid displacement of high use to upper reaches.
- Ensure public safety and appropriate recreationist behavior through strict enforcement of rules and regulations.
- Maintain access for float trips, wading anglers, camping, sunbathing, swimming and wildlife viewing, along with a possible hiking/bicycle/horse trail on the old Milwaukee Railroad roadbed.
- Provide input to BLM regarding the Blackfoot River Corridor Road: public safety, road maintenance, dust abatement, etc.
- Continue new road design and construction at existing access sites.
- Avoid allowing dispersed camping to occur.

Maximum Group Sizes: The maximum group sizes for organized group use and commercial use is 30. This group size limit is increased to 40 during the whitewater season (May 1 through June 15). Competitive events may be permitted on a case-by-case basis.

Reach 6 – Johnsrud Park FAS to Clark Fork Confluence

Setting: This 13-mile reach flows through a timbered canyon with Montana Highway 200 paralleling the river throughout the entire length. There are numerous homes on various sized lots, occurring singly or in groups, scattered along the river. These residential areas are interspersed with commercial timberland and many informal access points. The river gradient is such that there are stretches of white water during run-off that become ‘rock gardens’ later in the year when flows dissipate. Post-runoff, the reach offers a slow moving current suitable for recreational floating, tubing, and swimming. Historically, with its close proximity to Missoula, easy access and varying water conditions, this reach has offered the widest range of recreational opportunities on the river. Users expect to encounter many people in this section on hot summer weekends. Riparian land ownership is a mix of private, Nature Conservancy, and State of Montana (FWP and MDT). Diversity and volume of use increases from the upper reaches to the lower reaches and culminates with a wide spectrum of activities available in Reach 6. Six public access sites exist in Reach 6 (see Appendix A for details).



Desired Conditions: Reach 6 provides opportunities to escape from the daily routine and relieve stress. There are occasional opportunities to see, hear or smell natural resources and experience brief periods of solitude but socialization within and outside one’s group is typical and the presence of other visitors is expected. Development in this reach may be common but is interspersed with forests, water resources, hills, valleys, canyons, open spaces and agricultural land uses. This reach is attractive for day-use and weekend visitors from nearby communities, short-term campers, and large groups. Development may include primary and secondary roads, country homes, cabins and communication lines.

Key considerations to maintaining desired conditions in this reach include:

- Manage this reach for summer seasonal high, concentrated use.
- Closely monitor for natural resource degradation, social conditions and visitor satisfaction.
- Ensure appropriate recreationist behavior through strict enforcement of rules and regulations.
- Maintain access for float trips, wading anglers, camping, sunbathing, swimming and wildlife viewing, along with a possible hiking/bicycle/horse trail on the old Milwaukee Railroad roadbed.
- Amend the prohibition on motorized use to include the section of the river between the old Stimson Lumber Mill Dam and the Clark Fork confluence.
- Monitor changes in recreational use patterns that result from the removal of Milltown Dam.
- Monitor safety issues related to logs exposed after the removal of Milltown Dam.
- Encourage preservation of a corridor through the Bonner Mill area that would include public access, trail connections and stream setbacks.
- Avoid allowing dispersed camping to occur.

Maximum Group Sizes: Specific group size limits were not established for Reach 6. Group size limits for organized group use, commercial use and competitive events may be permitted on a case-by-case basis.

Reach 7 – North Fork Blackfoot River – North Fork Falls to Harry Morgan FAS

Setting: The upper portion of this 25-mile reach is contained entirely within the Lolo National Forest and is typified by a fairly deep, forested canyon. A forest road follows the river to a trailhead where a trail leads 7 ½ miles into the Scapegoat Wilderness to the North Fork Falls, which is the upper end of the reach. Between the forest boundary and Harry Morgan FAS, the North Fork passes through ranch lands with large amounts of timber in places and riparian vegetation in others. Occasional ranch dwellings and outbuildings are found along the stream. The primary types of use occurring in this reach include wade angling, picnicking and camping. During periods of high water occasional whitewater kayaking occurs. Outside of the National Forest boundary access occurs primarily at road crossings. Occasional views of dwellings, roads, bridges, etc. are present. Commercial/industrial uses, subdivisions along the banks, etc. do not exist. Due to the terrain and vegetation, most developed land uses can be hidden or blended into the landscape except in some areas in the lower portions of the reach. There are two major access points in this reach (see Appendix A for details) with a considerable amount of public land adjacent to the North Fork.



Occasional ranch dwellings and outbuildings are found along the stream. The primary types of use occurring in this reach include wade angling, picnicking and camping. During periods of high water occasional whitewater kayaking occurs. Outside of the National Forest boundary access occurs primarily at road crossings. Occasional views of dwellings, roads, bridges, etc. are present. Commercial/industrial uses, subdivisions along the banks, etc. do not exist. Due to the terrain and vegetation, most developed land uses can be hidden or blended into the landscape except in some areas in the lower portions of the reach. There are two major access points in this reach (see Appendix A for details) with a considerable amount of public land adjacent to the North Fork.

Desired Conditions: Reach 7 provides a sense of tranquility and an opportunity to escape from the daily routine. Opportunities to see, hear or smell natural resources are widespread and prevalent. There are opportunities for visitors to experience a natural ecosystem while encountering few other people. Management presence is minimal. Facilities are rustic and blend in with the setting. Visitors to this reach are generally more experienced and self-reliant in nature and comfortable with a sense of solitude and remoteness.

Key considerations to maintaining desired conditions in this reach include:

- Prevent high, concentrated use from becoming established in this reach.
- Follow the current Bob Marshall Wilderness Area Complex Management Plan for the portion of this reach contained within the Bob Marshall Wilderness Complex.
- Maintain the undeveloped, primitive character of the river corridor.
- Recreational facility development or improvements should not result in a net gain in parking capacity.
- No additional access sites should be pursued.
- Monitor resource protection indicators and standards with low tolerance for resource impacts.

Maximum Group Size: Organized group use is not permitted in this reach. The maximum group size for commercial use is 12.

Chapter 5.0 – River Management Issues, Direction & Management Actions

5.1 Introduction

Recreation and resource management occurs on an ongoing basis and staff can accomplish much of this work with minimal oversight and direction. There are some management issues however that are more complex and therefore it is beneficial to provide guidance or direction to managers and decision-makers. The timeline for implementing management actions depends on programmatic priorities, available funding and staffing, and FWP Commission approval if new rules are required. A proactive public education and outreach program will be conducted before implementing any significant changes or new programs.

5.2 Issue: Vegetation Loss & Noxious Weeds

Discussion: Recreation can result in impacts to vegetation along the river corridor. This is of particular concern in high-use areas. Vegetation along the river provides habitat for wildlife, helps to stabilize stream banks and reduce erosion, and provides shade and thermal relief for fish. Impacts to vegetation can result in loss of native vegetation, soil erosion and compaction, elevated water temperatures, and the spread of noxious weeds.

Management Direction: The condition of native vegetation and occurrence of noxious weeds should be monitored and maintained along the river corridor. Recreation impacts to vegetation should be minimal and efforts taken to control the spread of noxious weeds.

INDICATOR: Vegetation Loss & Spread of Noxious Weeds Caused by Recreational Use

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When unacceptable levels of vegetative impacts, increase in social trails or new infestations of noxious weeds cannot be mitigated or eliminated with a reasonable level of administration by FWP.	<ul style="list-style-type: none"> ▪ Photo point data ▪ Field observations ▪ Staff reports ▪ Noxious weed data ▪ GPS noxious weed mapping. 	<ul style="list-style-type: none"> ▪ Refine information to specifically address vegetation loss and the spread of noxious weeds. ▪ Focus and enhance weed control efforts. ▪ Schedule weed pulling events. ▪ Redirect existing use to an appropriate location(s). ▪ If necessary, redesign site, harden and/or delineate appropriate parking and use areas. ▪ Temporarily or permanently close site/location and rehabilitate.

5.3 Issue: User-defined Access Points & Social Trails

Discussion: User-defined access sites are unofficial sites used by the public to gain access to the river. Social trails refer to unofficial trails or paths to and along the river. In some places user-defined access sites and social trails do not cause a problem. However, sometimes problems do exist and can include the following: public safety concerns; spread of noxious weeds; conflicts with private landowners; unsafe ingress/egress with adjacent roadways; soil compaction and erosion; and damage to riparian vegetation. In most cases these access points and trails were not designed to accommodate large numbers of users. As a result, infrastructure and information pertaining to visitor safety, resource protection and quality recreation experiences may not be present. User-defined access points and trails become readily apparent in Lower Reach 5 and Reach 6 where high volumes of recreationists are present.

Management Direction: The creation of user-defined access points and social trails should be discouraged. FWP should monitor existing user defined access points and social trails at access sites to assess the impacts associated with use. If through monitoring FWP concludes that these locations are leading to a dissatisfied

public, safety concerns, and/or resource impacts that cannot be reasonably addressed, attempts should be made to mitigate concerns and problems associated with the use of these areas.

INDICATOR: User-defined Access Points & Social Trails

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When unacceptable levels of vegetation loss, erosion, social trails and user defined parking/roadways cannot be mitigated or eliminated with a reasonable level of administration by FWP.	<ul style="list-style-type: none"> ▪ Photo point data ▪ Field observations ▪ Staff reports 	<ul style="list-style-type: none"> ▪ Refine information to inform recreationists about concerns associated with user-defined areas. ▪ Assess whether user-defined areas should be made “official.” ▪ If appropriate, implement a site design, harden and/or delineate use area to accommodate an amount and type of use commensurate with the desired conditions of the reach. ▪ Increase management presence at user-defined areas. ▪ Redirect existing use to an appropriate location(s). ▪ Temporarily or permanently close the site/location and rehabilitate.

5.4 Issue: Litter & Glass

Discussion: Litter remains a constant challenge, particularly in the more heavily used sections of the river. In addition to the aesthetic impacts, litter can present a risk to public safety (e.g. glass containers in the water). Some progress has been made to curtail this problem. An ongoing community-led clean-up effort in the lower reaches is widely supported and results in a substantial amount of litter and glass being removed from the river each year. A ban on glass containers has reduced the amount of glass occurring in and along the river. Mesh bags provided at the access sites have made it easier for floaters to pack out their trash (primarily cans). The fact that the lower river clean up event continues to produce litter illustrates that there is still a problem that warrants attention.

Management Direction: FWP should monitor the amount of litter found in and along the river and promote leave no trace practices to curtail littering. When littering does occur, FWP should support clean up events and focus enforcement efforts in problem areas.

INDICATOR: Amount of Litter & Glass

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When unacceptable levels of litter and glass cannot be mitigated or eliminated with a reasonable level of administration by FWP.	<ul style="list-style-type: none"> ▪ Surveys ▪ Public input ▪ Landowner reports ▪ Staff reports ▪ Professional judgment ▪ Recreationist satisfaction 	<ul style="list-style-type: none"> ▪ Refine information to specifically address litter and glass. ▪ Increase informational contacts with the public at access sites and on the river to share information about rules and regulations and encourage appropriate leave no trace ethics. ▪ Increase law enforcement contacts with a “Zero Tolerance” approach toward violations. ▪ Temporarily or permanently close specific locations where litter and glass are prevalent.

5.5 Issue: Human & Pet Waste

Discussion: Human and pet waste deposited upon the landscape poses both a human health and aesthetic problem. Improper disposal of human waste can pose health risks from direct contact or contaminated water. Human feces are known to contain over 100 forms of bacteria, viruses, and protozoa. There are vault toilets located at many of the public access sites and human waste is more of a problem on undeveloped areas within the corridor. Pet waste is an issue primarily in developed sites. As a part of exploring opportunities for

overnight float camping it will be important to consider human waste management (see section 5.10 for more information).

Management Direction: FWP should monitor the improper disposal of human & pet waste. If conditions reach an unacceptable level, FWP should implement management actions to curtail these activities.

INDICATOR: Amount of Human & Pet Waste

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When unacceptable levels of human and/or pet waste cannot be mitigated or eliminated with a reasonable level of administration by FWP.	<ul style="list-style-type: none"> ▪ Surveys ▪ Public input ▪ Landowner reports ▪ Staff reports ▪ Professional judgment ▪ Recreationist satisfaction 	<ul style="list-style-type: none"> ▪ Refine information to inform recreationists about concerns associated with human and pet waste. ▪ Increase informational contacts with the public to share information about rules and regulations and encourage appropriate leave no trace ethics. ▪ Increase law enforcement contacts with a “Zero Tolerance” approach toward violations. ▪ Temporarily or permanently close specific locations where human/pet waste is prevalent. ▪ Install vault latrines in locations where human waste is a problem. ▪ Require human waste pack-out and/or cat-hole techniques in locations where vault toilets are not available.

5.6 Issue: Fire Rings

Discussion: Some of the public access sites include metal fire rings, which help to eliminate the need for rock rings or pits. Fire rings and/or fires outside of designated locations can damage resources and pose a serious wildfire threat during dry conditions. Campfires are an important part of the recreation experience for some people and therefore the goal is to ensure that these fires are located in suitable locations and absent during extreme fire conditions.

Management Direction: FWP should monitor the number of fire rings or pits encountered. If conditions reach an unacceptable level, FWP should implement management actions to curtail these activities.

INDICATOR: Amount of Fire Rings

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When unacceptable levels of fire rings cannot be mitigated or eliminated with a reasonable level of administration by FWP.	<ul style="list-style-type: none"> ▪ Surveys ▪ Public input ▪ Landowner reports ▪ Staff reports ▪ Professional judgment ▪ Recreationist satisfaction 	<ul style="list-style-type: none"> ▪ Refine information to specifically address fire ring impacts. ▪ Increase informational contacts with the public at access sites and on the river to share information about rules and regulations and encourage appropriate leave no trace ethics. ▪ Increase law enforcement contacts with a “Zero Tolerance” approach toward violations. ▪ Temporarily or permanently close specific locations where fire ring problems are prevalent. ▪ Install metal fire rings in locations where campfires are frequent. ▪ Require fire pans in locations where campfires are frequent and metal fire rings are not available.

5.7 Issue: Recreationist/Landowner Conflicts

Discussion: Private property rights and public access under the Stream Access Law are very important to residents and visitors alike. Much of the land along the river is privately owned and at times, conflicts can arise between river recreationists and landowners. Landowner concerns include issues such as illegal camping and campfires, disrespectful behavior and trespass on private property. Recreationist concerns include issues such as fences spanning the river or the presence of undesirable viewsheds. Effective relationships and cooperation between FWP, recreationists and landowners have been and will continue to be important to the long-term viability of river recreation and stewardship of the Blackfoot River resource.

Management Direction: Recreation should occur in a manner that minimizes potential conflicts between private landowners and recreationists. FWP should communicate with both groups to monitor trends in concerns and seek ways to protect the public's recreational opportunities while acknowledging private landowner concerns.

INDICATOR: Recreationist/Landowner Conflicts

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When there is an increase in the type and/or trend of landowner/recreationist conflicts.	<ul style="list-style-type: none"> ▪ Landowner Reports ▪ Recreationist Reports ▪ Field observations ▪ Staff reports 	<ul style="list-style-type: none"> ▪ Refine information to specifically address private landowner concerns. ▪ Work with landowners to facilitate the public's right to access the river under the stream access law. ▪ Increase informational contacts with the public at access sites and on the river to heighten awareness of respect for private property rights. ▪ Increase law enforcement contacts with a "Zero Tolerance" approach toward violations.

5.8 Issue: Access Site Design & Capacity

Discussion: Fishing access sites are popular for a wide array of recreationists and recreation use types (e.g., wade angling, float angling, whitewater boating, camping, etc.). As these access sites become more popular and user numbers increase, site design and construction becomes increasingly important in providing quality recreation experiences. Some access sites lack a defined number of designated parking spaces and recreationists are responsible for determining where and how to park their vehicles. This can lead to problems including congestion, blocked ingress/egress and site degradation if vehicles are parked off of designated roadways and parking areas. History shows that there are busy times of the season when access site parking is at full capacity. At some sites FWP has the ability to close the entrance gate (e.g. Johnsrud Park FAS). This can result in people either leaving altogether dissatisfied with their loss of opportunity or displacement to other locations along the river. The current design and infrastructure at fishing access sites such as Harry Morgan, River Junction, Russell Gates, Roundup, Corrick's River Bend and Weigh Station may not be capable of adequately meeting the current needs of recreationists using the site during peak times.

Management Direction: Redesign efforts should be implemented for fishing access sites where current design and infrastructure is inadequate for existing use. Redesigns should focus on best directing appropriate uses at sites through separation of conflicting uses (e.g. camping and day use, vehicle and pedestrian use, etc.), elimination of user defined areas (e.g. pioneered roadways, pioneered parking, social trails, etc.), delineation of parking areas and protection and rehabilitation of areas with resource protection needs. Redesign elements should be incorporated into FAS construction and maintenance priorities. FWP should monitor the use at access sites to assess the frequency of sites being over capacity. FWP should also monitor parking that occurs at unofficial sites to assess whether public safety is a concern and whether resource impacts are occurring.

INDICATOR: Inadequate Access Site Design & Access Sites at or Over Capacity

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When existing site design and infrastructure becomes inadequate for existing use, established access site capacity is exceeded on a frequent basis, or level of use leads to a substantial safety issue or damages to natural resources.	<ul style="list-style-type: none"> ▪ Field observations ▪ Staff reports ▪ Surveys ▪ Public input ▪ Staff reports ▪ Professional judgment ▪ Recreationist satisfaction 	<ul style="list-style-type: none"> ▪ Refine information to specifically address parking congestion, associated impacts and ways to disperse use. ▪ Separate conflicting uses at the site. ▪ Eliminate user-defined areas. ▪ Protect and rehabilitate areas with resource protection needs. ▪ Determine site capacity. Delineate and/or harden parking areas and use areas consistent with site capacity and desired conditions for site and reach. ▪ Focus enforcement efforts to address site capacity and ticket and/or tow illegally parked vehicles. ▪ Temporarily close the site to visitors until congestion dissipates. ▪ Establish a voluntary shuttle service to reduce number of vehicles at access sites.

5.9 Issue: Law Enforcement Violations

Discussion: Illegal behavior of recreationists has a negative affect on the condition of natural resources and the experience and safety of others who enjoy the river. Past efforts of FWP, BLM, Missoula County Sheriff's Office and the Montana Highway Patrol to focus on specific violations have led to improved conditions for public safety and recreation. In some areas, these efforts have addressed a previously emerging atmosphere where disorderly conduct was frequent and reinstituted an environment where families with young children have an opportunity to recreate in a safe and enjoyable atmosphere. A resurgence of illegal behavior could displace those recreationists who do not expect or desire conditions that foster occurrences of disorderly conduct. FWP River Managers, Wardens, River Rangers and County Sheriff's Offices are all involved in law enforcement efforts throughout the Blackfoot River.

Management Direction: Throughout the Blackfoot River, FWP will monitor law enforcement violations that are most likely to affect public safety and a recreation environment that is conducive to the enjoyment of families and children. FWP will actively take measures to discourage illegal and undesirable behaviors through active enforcement, with the intent of seeking future compliance with public use regulations.

Indicator: Trend in the Number of Specific Law Enforcement Violations

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
A considerable increase in site expulsions, arrests, or citations issued for DUI, minors in possession of alcohol (MIP) or disorderly conduct.	<ul style="list-style-type: none"> ▪ Combined statistics from cooperative law enforcement and emergency response agencies ▪ Documented complaints to administrators ▪ Incident reports 	<ul style="list-style-type: none"> ▪ Refine information to specifically address river etiquette, DUI, MIP and disorderly conduct. ▪ Hire a site host. ▪ Increase penalties for violations. ▪ Increase enforcement presence. ▪ Restrict or prohibit alcohol. ▪ Increase law enforcement contacts with a "Zero Tolerance" approach toward violations.

5.10 Issue: Overnight Float Trips

Discussion: Although the predominate type of recreation occurring on the Blackfoot River is day use, people have expressed interest in overnight float trip opportunities – float trips of two or more consecutive days that involve camping along the river. A limited amount of overnight float trips are already occurring. A number of factors should be considered prior to expanding opportunities for this type of activity.

Camping opportunities along the Blackfoot River include designated areas (e.g. Harry Morgan FAS), and dispersed camping (camping outside of designated areas). As a general rule, dispersed camping is more suitable for reaches of the river where the volume of use is low and infrequent and/or land ownership is mostly public. It is well documented in the recreation literature that dispersed camping leads to problems in areas where the volume of use is high and/or frequent. Concerns include improper disposal of human waste and trash, vegetative trampling, soil compaction, and fire danger. There are social concerns too, such as the visual impact of having a high number of camping areas informally established along the river. These concerns are often compounded in places where there is a limited amount of public land along the river and trespass onto private land is more likely.

Restricting overnight float camping to designated areas can help to address concerns. In addition, management actions can be implemented to mitigate impacts in designated areas. For example, managers can require the use of firepans or install metal fire rings to help reduce fire danger and resource impacts. Pack out of human waste and/or installation of vault toilets can help to address concerns over improper disposal of human waste. Designated tent sites and core camp areas can help to mitigate vegetative trampling and soil compaction.

Currently, there are six access sites that provide a limited number of designated camping opportunities along the Blackfoot River:

- ▶ Harry Morgan FAS – 4 campsites
- ▶ River Junction FAS – 6 campsites
- ▶ Russell Gates FAS – 11 campsites
- ▶ Ninemile Prairie FAS – 3 campsites
- ▶ Corrick's River Bend FAS – 11 campsites
- ▶ Thibodeau Campground – 7 campsites

The aforementioned camping areas are available on a first come, first serve basis and are accessible by road. This can present problems for those seeking overnight float trips for the reason that floaters have no way of knowing whether there will be a site available upon arrival. A setting where vehicular-accessible camping and float camping are mixed can also lead to social conflicts – conflicting desired conditions.

Establishing designated camping areas and/or sites exclusively for overnight float trips may be a viable solution. This could include new areas on suitable public land or on private land where arrangements have been made with the landowner. As noted previously, a part of assessing new opportunities for designated areas could include options for disposal of human waste and trash, fire risk and management, and probability of trespass onto private property. The Department must also consider the cost of acquiring and maintaining these areas – current staffing levels and operation budgets would make it cost prohibitive to establish and maintain an additional camping area.

Another approach is to reserve campsites for overnight float trips at existing campgrounds. This would help to alleviate the concern about availability. There would be no significant infrastructure or operations costs. As noted previously, this approach may be less appealing in terms of meeting the desired conditions for overnight float trips.

Management Direction: FWP should assess opportunities for overnight float trips that provide a desired recreation experience to the public as allowed by law, do not adversely impact natural resources or infringe on the rights and interests of private landowners, and are within the Department’s budgetary and staffing capabilities.

INDICATORS: Camp Area/Site Suitability, Availability of Staff & Operation Resources

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
Area or site meets public desires and management requirements.	<ul style="list-style-type: none"> ▪ Staff reports ▪ Resource assessment ▪ Social assessment ▪ Landowner contacts 	<ul style="list-style-type: none"> ▪ Pending availability of staffing and operation resources, pursue designated areas where resource and social impacts can be mitigated.

5.11 Issue: Volume of Use in Reach 3

Discussion: Reach 3 is a 12-mile reach that begins at Harry Morgan FAS on the North Fork of the Blackfoot and ends at Russell Gates FAS on the Blackfoot River. This particularly scenic reach is popular for float angling, particularly during June and July, and used to a lesser extent by non-angling and non-floating recreationists.

Recreationists using Reach 3 have expressed concern about the number and frequency of encounters with floaters and the volume of use in this reach. The upper part of the reach flows through a fairly narrow canyon offering few “passing lanes” for float parties who encounter one another. In contrast to some of the lower reaches of the river where use numbers are high and people expect a more social experience, the desired conditions for Reach 3 include opportunities for people to enjoy solitude and recreate in the absence of large numbers of people.

Ideally, floaters will self-regulate themselves to help address the problems in Reach 3. Floaters, for example, can voluntarily maintain a reasonable distance from other floaters and look for suitable locations to pass with minimal intrusion on others. This could be as simple as waiting a few extra minutes at the launch site to allow the previous floaters to move downstream. Floaters can help to alleviate the problem on the water by communicating with other floaters, avoiding floating through an area someone is fishing, and not cutting too close in front of another boat.

Common courtesy and awareness of river etiquette is a good starting point to address the problems in Reach 3. This becomes more problematic as the volume of use increases. In other words, it can be more difficult to maintain separation when there are more watercraft on the river. This leads to further discussion on management actions that might be considered if self-regulation is not enough to maintain desirable conditions.

One option that could be used to affect the volume of use in Reach 3 is to establish a maximum site capacity at the access sites that is conducive to an acceptable volume of use at the sites and on the water. This could include hardening and delineating parking areas to regulate the number of vehicles at each site.

More frequent informational contacts could help to educate floaters about desired spacing between floaters and river etiquette. Sign-in sheets could help to inform other floaters about how many watercraft launched ahead of them and when.

If less-restrictive management actions are unsuccessful, FWP could recommend that the FWP Commission adopt restrictions on use in Reach 3. Appendix B provides a list of various management actions that could be considered with the most restrictive tool being a limited-entry permit system.

One challenge associated with more restrictive management actions is determining when conditions warrant implementing restrictions. A commonly used recreation planning tool, Limits of Acceptable Change, calls for the establishment of *indicators* and *standards* to help maintain desired conditions. The indicator is a specific and measurable variable that is representative of desired conditions. The standard is an established measurement of acceptable conditions that when exceeded, would indicate that conditions are unacceptable and warrant implementation of a management action. For more insight on an indicator and standard for Reach 3 it is helpful to consider the work of the citizen advisory committee that assisted with the planning process.

Although the RRAFT committee was not in complete agreement about the quality of *current* conditions in Reach 3, they did agree that it is important to monitor use and establish a standard that would indicate when conditions warrant more restrictive management actions. The committee recommended monitoring the number of watercraft launched per day as an *indicator* for desired conditions.

Recommending a *standard* was more difficult for the reason that the use data available for this reach lacks sufficient detail. While this problem can be resolved over time by collecting reach-specific data, the committee was interested in establishing a preliminary standard up front based on past observations and recreation research conducted on other rivers.

The committee reviewed recreation research findings that suggest a fifteen-minute separation between watercraft (or groups) is desirable for Reach 3. Based on this research, the committee calculated the maximum number of launches that could occur over a ten-hour period of time and still meet the desired condition of fifteen-minute spacing between watercraft (40 launches per day). This figure seemed compatible with the anecdotal experiences of committee members who had used this section of the river in the past.

Rather than relying entirely on recreation research and past observations to calculate a standard, the committee went on to recommend that FWP use 40 launches per day as a tentative standard and compare this figure with actual use data collected through a self-registration system at Reach 3 access sites. The official standard would be the lower of the two figures.

Prior to recommending that the FWP Commission adopt restrictions or a limited-entry permit system FWP would assess the impacts on recreational opportunities, the probability that the actions would resolve the problem, the resources needed to administer the management actions, and how the agency would pay for these resources.

Management Direction: FWP should implement nonrestrictive management actions and require floaters to self-register when they launch at access sites in Reach 3. FWP would monitor the combined total number of launches^a that occur per day (June 1 through July 31) at the North Fork Crossing Lodge (commercial use only), Harry Morgan FAS and River Junction FAS. After evaluating two years of combined data, FWP would establish an official standard that is:

- a) 40 launches per day; or
- b) the number of combined launches per day occurring on 95% of the days during the season (whichever amount is lower).

If results from both years of data collection indicate that the standard was exceeded on 10% or more of the days during the season (June 1 through July 31), FWP may recommend that the FWP Commission adopt restrictive management actions for implementation the following year. If restrictive management actions are

a. A launch would be defined as a group of up to four people with up to four boats.

implemented and the standard is exceeded again on 10% or more of the days, FWP may recommend that the FWP Commission adopt a limited-entry permit system for implementation the following year. (Refer to Appendix C for a proposed permit allocation system framework). The details of a specific permit allocation system would be established based upon available recreation data and input obtained during the FWP Commission rule-making process.

Note: It is important to reiterate that non-restrictive and/or less-restrictive management actions would be tried before proceeding to a permit system.

INDICATOR: Combined Number of Launches Per Day at the North Fork Crossing Lodge, Harry Morgan FAS & River Junction FAS

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
10% or more of days exceed 40 launches per day <u>or</u> the number of combined launches per day occurring on 95% of the days during the season (whichever amount is lower).	<ul style="list-style-type: none"> ▪ Self-registration ▪ Blackfoot SRP use reports ▪ Staff reports. 	<ul style="list-style-type: none"> ▪ Limit parking at access sites. ▪ Establish schedules for different use types. ▪ Reduce maximum group size. ▪ Restrict the number of launches an individual is allowed per day. ▪ Require river users to obtain a permit (No limit on availability). ▪ Implement Reach 3 Rationing System – Limited-entry Permit System. (<i>See Appendix C</i>)

5.12 Issue: Volume of Use in Reach 4 & Upper Reach 5

Discussion: Reaches 4 and Upper 5 are fairly pristine reaches of the Blackfoot with long stretches of river away from roadways. These reaches provide much of the popular whitewater boating opportunities on the Blackfoot River and are also popular for angling. These use types primarily occur at different times of the season and need to be managed differently with the understanding that there is some overlap between use types depending on water conditions. While the lower reaches (Lower 5 and 6) of the Blackfoot can be managed for more social recreation settings and higher use, upper reaches should be managed for progressively less social recreation settings (moving upstream) and provide more opportunity for fewer encounters with other floaters. The tolerance for frequency of encounters differs between angling and non-angling floaters (e.g. whitewater rafting) as non-angling floaters generally feel less competition with one another and in some cases may feel an increased level of safety when in the presence of other floaters, particularly when running rapids.

Like Reach 3, it is important to monitor use in Reaches 4 and Upper 5 to ensure that desired conditions are being met. If a permit system is triggered in Reach 3, it will be particularly important to monitor the conditions in adjacent or nearby reaches to detect displacement (use shifting from the permitted reach to a non-permitted reach). Whereas in Reach 3 the indicator and standard could be identified up front, indicators and standards for Reaches 4 and Upper 5 could be identified after data is collected in order to better understand the relationship between angling and non-angling float use, the seasonality of use, and the satisfaction of recreationists. The implementation of a permit system in Reach 3 could trigger the development of an indicator and standard for Reaches 4 and Upper 5.

Management Direction: FWP should implement nonrestrictive management actions and require floaters to self-register when they launch at access sites in Reaches 4 and Upper 5. Although there is no indicator for these reaches initially, some of the variables that could be monitored and used as an indicator in the future include:

- ▶ Satisfaction with conditions at put-in and take-out locations
- ▶ Satisfaction with the behavior of others encountered on the river
- ▶ Floater perception of crowding on the river

- ▶ Number of launches and take-outs occurring at access sites
- ▶ Number of encounters with other floaters
- ▶ Total number of floaters during a specific time frame

If a permit system is implemented in Reach 3, FWP may propose an indicator and standard for Reaches 4 and Upper 5. This proposal would be evaluated through a public involvement process and a decision made to establish an official indicator and standard for Reaches 4 and Upper 5. FWP would then continue to monitor conditions according to the established indicator and standard to detect whether the standard is exceeded.

Like Reach 3, if the standard were to be exceeded in Reaches 4 and/or Upper 5, FWP would use less-restrictive management actions (short of a permit system) before moving to a limited-entry permit system if conditions fail to improve.

5.13 Issue: Traffic Volume & Speed Along the Blackfoot Corridor Road (Lower Reach 5)

Discussion: The Blackfoot Corridor Road extends from Highway 200 near Johnsrud Park FAS to Highway 200 near Roundup FAS. The section of the road in Lower Reach 5 (Whitaker Bridge to Johnsrud Park FAS) is under the jurisdiction of, and managed by, the BLM. During the planning process, concerns were raised regarding the volume and speed of traffic on this unpaved section of road. When heavily traveled, the road generates a considerable amount of noise and dust. This dust can coat adjacent vegetation, negatively impact the quality of the recreation experience, and present visibility problems for drivers on the road. As the season progresses, the amount of traffic leads to degraded road conditions that in turn create additional driving hazards.

Management Direction: FWP should provide input to the BLM on management of the Blackfoot Corridor Road and on addressing concerns regarding the volume and speed of traffic as well as road dust.

Indicator: Traffic Volume & Speed Along the Blackfoot Corridor Road

<i>Standard</i>	<i>Monitoring Tools</i>	<i>Potential Management Actions</i>
When traffic volume and vehicle speeds lead to unacceptable levels of dust or safety concerns that cannot be mitigated or eliminated with a reasonable level of administration.	<ul style="list-style-type: none"> ▪ Mobile Missoula County speed trailer ▪ Law enforcement statistics. ▪ Traffic counter near Darrell Sall Memorial ▪ Public complaints ▪ Staff observations ▪ Accident reports 	<ul style="list-style-type: none"> ▪ Recommend that the BLM reduce the current speed limit. ▪ Focus enforcement efforts on speed violations along the Blackfoot Corridor Road. ▪ Recommend that the BLM expand grading and dust control. ▪ Recommend that the BLM institute a shuttle system for public access between Johnsrud Park FAS and Whitaker Bridge.

Chapter 6.0 – Environmental Assessment (EA)

6.1 Introduction

Chapter 6 serves as the environmental assessment (EA) for the proposed (draft) Blackfoot River Recreation Management Plan. The EA evaluates the predicted impacts of implementing the draft management plan, examines key issues and identifies alternative management actions for addressing those issues. The purpose of the EA is to help the public and decision-makers carefully consider the advantages, disadvantages and potential impacts of various alternatives and each management action before deciding on the best approach.

6.2 Proposed Action

Montana Fish, Wildlife and Parks (FWP) is proposing a recreation management plan for the Blackfoot River and North Fork of the Blackfoot River.

6.3 Purpose & Need for Action

The purpose of the management plan is to provide guidance to FWP staff and its Commission. The plan provides guidance for the day-to-day administration of the river recreation program and guidance for decision-makers when establishing rules and policies.

The Blackfoot River, North Fork of the Blackfoot River and adjacent lands offer an abundance of recreation opportunities including angling, rafting, tubing, picnicking, and camping. With their popularity and close proximity to Missoula, recreationists, landowners, conservationists and others have expressed concern over the increase in use on the water and at access sites, and the associated impacts to river resources and the river recreation experience. These observations, coupled with agency awareness and an anticipated growing demand for river recreation opportunities in Montana, necessitate further river recreation management planning and direction for the Blackfoot River and North Fork of the Blackfoot River.

6.4 Affected Environment

The Montana Environmental Policy Act (MEPA) requires agencies to consider the effects of pending decisions on the human environment prior to making decisions. The human environment encompasses the biological, physical, social, economic, cultural, and aesthetic factors that interrelate to form the environment. Chapter 2 of this document describes the resource values that make up the affected human environment for the Blackfoot River and North Fork of the Blackfoot River.

6.5 Issues, Alternatives & Consequences

This part of the EA discusses complex and/or potentially controversial issues where FWP will benefit from a detailed evaluation of potential alternatives and the consequences associated with them. These issues were identified through consultation with the River Recreation Advisory for Tomorrow (RRAFT) citizen advisory committee, comments from the public, and input from staff. The EA includes a range of alternatives to address each issue with one of those identified as the preferred alternative. The preferred alternatives are also reflected in chapters 1 through 5 and the appendices of this draft management plan. The final management plan may include one or more elements from the range of alternatives presented.

6.6 Issue: Opportunities for Overnight Float Trips

Discussion: Overnight float trips – float trips of two or more consecutive days - are a desirable river recreation opportunity for many people. Floaters have expressed interest in overnight float trip opportunities on the Blackfoot River. A limited amount of float camping is already occurring. Depending on location, camping along the Blackfoot River may or may not be permitted. For example, camping within the Blackfoot

River Recreation Corridor (Russell Gates FAS to Johnsrud Park FAS) is permitted only in designated campsites.

There are a number of factors that must be considered when managing overnight float camping opportunities including the volume and location of use that might occur. Dispersed camping (camping outside of designated areas) is a concern in reaches of the river where the use is high and/or frequent. Concerns include improper disposal of human waste and trash, vegetative trampling, soil compaction, and fire danger. There are social concerns too, such as the visual impact of having a high number of camping areas informally established along the river. These concerns can be heightened in reaches where the majority of the land along the river is privately owned and the potential for trespass is high.

Restricting overnight float camping to designated areas can help to address concerns. In addition, management actions can be implemented to mitigate impacts in designated areas. For example, managers can require the use of firepans or install metal fire rings to help reduce fire danger and resource impacts. Pack out of human waste and/or installation of vault toilets can help to address concerns over improper disposal of human waste. Designated tent sites and core camp areas can help to mitigate vegetative trampling and soil compaction.

Currently, there are six access sites that provide a limited number of designated camping opportunities along the Blackfoot River. Those campgrounds, along with the number of available campsites are:

- ▶ Harry Morgan FAS – 4 campsites
- ▶ River Junction FAS – 6 campsites
- ▶ Russell Gates FAS – 11 campsites
- ▶ Ninemile Prairie FAS – 3 campsites
- ▶ Corrick's River Bend FAS – 11 campsites
- ▶ Thibodeau Campground – 7 campsites

Camping at established campgrounds can be problematic for those seeking overnight float trips because campgrounds are accessed by vehicle traffic during the day and all sites are first-come, first-serve (i.e. no reservations). It can be difficult for those camping on overnight float trips to obtain a campsite at campgrounds when they are already full prior to the float party's arrival. Settings where vehicular-access camping and float camping are mixed can also lead to social conflicts between user groups.

Managing for overnight float camping opportunities will vary depending on location, land ownership and volume of use. Properly managed, expanded opportunities for overnight float camping will provide a desired recreation experience for people using the Blackfoot River.

Establishing designated camping areas and/or sites exclusively for overnight float trips may be a viable solution. This could include new areas on suitable public land or on private land where arrangements have been made with the landowner. As noted previously, a part of assessing new opportunities for designated areas would include options for disposal of human waste and trash, fire risk and management, and probability of trespass onto private property. The Department must also consider the cost of acquiring and maintaining these areas – current staffing levels and operation budgets would make it cost prohibitive to establish and maintain an additional camping area.

Another approach is to reserve campsites for overnight float trips at existing campgrounds. This would help to alleviate the concern about availability. There would be no significant infrastructure or operations costs. As noted previously, this approach may be less appealing in terms of meeting the desired conditions for overnight float trips.

Alternative A: Manage existing camping opportunities as first-come, first-serve within existing campgrounds. (No Action Alternative)

Management Direction: FWP would continue to provide camping opportunities at existing campgrounds on a first-come, first-serve basis. Those on overnight float trips as well as land-based recreationists would be permitted to camp at vacant campsites within designated campgrounds and required to abide by site regulations.

Implementation:

- a) Manage existing use without changes in FWP's management approach.

Alternative B (Preferred Alternative): Restrict camping to designated sites in high-use reaches of the Blackfoot River and explore and pursue establishment of float-only campsites.

Management Direction: FWP would recommend that in high use reaches, the Commission restrict camping to designated sites only. The Department would then explore and pursue campsites that would be available specifically to floaters engaged in overnight float trips. These sites could be located within existing campgrounds or away from existing campgrounds where locations are suitable for overnight float camping. Depending on the demand for overnight float campsites, the float-only sites would be managed in a manner that would minimize conflict between competing float parties and land-based recreationists. This could include the potential for reserving float-in sites or requiring float parties to occupy a site by a certain time of day. All existing campground rules and regulations would apply to float-only campsites and in some cases float-only campsites may require specific regulations for use such as:

- ▶ Camping permit or pre-approval check-in system
- ▶ Pack-out of solid human waste
- ▶ Use of firepans or provided fire rings for campfires
- ▶ Limited duration of stay

Implementation:

- a) Recommend that, in high use reaches, the FWP Commission restrict camping along the Blackfoot River to designated sites only.
- b) Inform the public of the intent to explore overnight float opportunities and the need for additional resources to manage them. Explore potential locations for float-only campsites.
- c) Acquire necessary resources (staff and operations budgets) to pursue float-only campsites.
- d) Pursue float-only campsites, inform the public of float-only camp opportunities and implement program elements.
- e) Monitor use of float-only campsites and manage use to minimize resource and social impacts.
- f) Implement management actions specific to float-only campsites as necessary to address management issues.

Opportunities for Overnight Float Trips		
<div> <div>ALTERNATIVES</div> <div>IMPACTS & EFFECTS</div> </div>	Alternative A: Manage existing camping opportunities as first-come, first-serve within existing campgrounds. (No Action Alternative)	Alternative B (Preferred Alternative): Restrict camping to designated sites in high-use reaches of the Blackfoot River and explore and pursue establishment of float-only campsites.
Physical Environment	No significant impacts are predicted.	<p>Development of float-only camp sites may result in localized impacts to physical attributes at specific campsites and increase potential risk of human-caused wildfire.</p> <p>Float-only campsites could contribute to public health and sanitation issues related to disposal of human waste.</p> <p>Campsites located adjacent to private property could contribute to trespass concerns.</p> <p>Float-only campsite regulations may mitigate some impacts.</p>
Social Environment	Floater seeking a float camping experience will likely continue to have problems finding an unoccupied campsite during peak season use.	<p>Establishment of float-only campsites would provide for some float camping opportunities.</p> <p>A limited number of float-only campsites coupled with a large demand for those sites could lead to conflict between users.</p> <p>These impacts could be mitigated through implementation of a reservation system that is mentioned in the narrative for this alternative.</p>
Biological Environment	No significant impacts are predicted.	<p>Development of float-only camp sites may result in minor impacts to biological attributes at specific campsites.</p> <p>Improper disposal of human waste at campsite locations could become a disease vector and potential threat to water quality.</p> <p>Float-only campsite regulations may mitigate some impacts.</p>
Cultural Environment	No significant impacts are predicted.	No significant impacts are predicted so long as cultural assessments are completed.
Economic Environment	No significant impacts are predicted.	No significant impacts are predicted. May contribute to increased FWP revenue collected.
Aesthetic Environment	No significant impacts are predicted.	Establishment of float-only campsites could impact the aesthetic environment if mitigation of impacts such as leave-no-trace camping are not practiced.
Administrative Environment	No significant impacts are predicted.	Administration of float-only campsites will require additional FWP staff time and operations budgets to monitor use, ensure compliance with rules and regulations and maintain campsites.

6.7 Issue: Volume of Float Use in Reach 3

Discussion: Reach 3 (Harry Morgan FAS to Russell Gates FAS) is a 12-mile section of the North Fork of the Blackfoot and Blackfoot Rivers that is popular for float angling, particularly during June and July. The reach is used predominantly by float anglers but recreational floating also occurs. In contrast with some of the lower reaches of the river where use numbers are currently high and recreationists are expecting a more social experience, the desired conditions for Reach 3 include opportunities for floaters to enjoy solitude and recreate in the absence of large numbers of other people. The upper part of the reach flows through a fairly narrow canyon offering few “passing lanes” for float parties who encounter one another. The number and frequency of encounters between floaters affects the quality of the recreation experience and existing conditions have been characterized as being either near, at, or beyond desirable.

Ideally floaters will self-regulate themselves to help address the problems in Reach 3. Floaters, for example, can voluntarily maintain a reasonable distance from other floaters and look for suitable locations to pass with minimal intrusion on others. This could be as simple as waiting a few extra minutes at the launch site to allow the previous floaters to move downstream. Floaters can help to alleviate the problem on the water by communicating with other floaters, avoiding floating through an area someone is fishing, and not cutting too close in front of another boat.

Common courtesy and awareness of river etiquette is a good starting point to address the problems in Reach 3. This becomes more problematic as the volume of use increases. In other words, it can be more difficult to maintain separation when there are more watercraft on the river. This leads to further discussion on management actions that might be considered if self-regulation is not enough to maintain desirable conditions.

One option that could be used to affect the volume of use in Reach 3 is to establish a maximum site capacity at the access sites that is conducive to an acceptable volume of use at the sites and on the water. This could include hardening and delineating parking areas to regulate the number of vehicles at each site.

More frequent informational contacts could help to educate floaters about desired spacing between floaters and river etiquette. Sign-in sheets could help to inform other floaters about how many watercraft launched ahead of them and when.

If less-restrictive management actions are unsuccessful, FWP could recommend that the FWP Commission adopt restrictions on use in Reach 3. Appendix B provides a list of various management actions that could be considered with the most restrictive tool being a limited-entry permit system.

One challenge associated with more restrictive management actions is determining when conditions warrant implementing restrictions. A commonly used recreation planning tool, Limits of Acceptable Change, calls for the establishment of *indicators* and *standards* to help maintain desired conditions. The indicator is a specific and measurable variable that is representative of desired conditions. The standard is an established measurement of acceptable conditions that when exceeded, would indicate that conditions are unacceptable and warrant implementation of a management action. For more insight on an indicator and standard for Reach 3 it is helpful to consider the work of the citizen advisory committee that assisted with the planning process.

Although the RRAFT committee was not in complete agreement about the quality of *current* conditions in Reach 3, they did agree that it is important to monitor use and establish a standard that would indicate when conditions warrant more restrictive management actions. The committee

recommended monitoring the number of watercraft launched per day as an *indicator* for desired conditions.

Recommending a *standard* was more difficult for the reason that the use data available for this reach lacks sufficient detail. While this problem can be resolved over time by collecting reach-specific data, the committee was interested in establishing a preliminary standard up front based on past observations and recreation research conducted on other rivers.

The committee reviewed recreation research findings that suggest a fifteen-minute separation between watercraft (or groups) is desirable in many recreation settings. Based on this research, the committee calculated the maximum number of launches that could occur over a ten-hour period of time and still meet the desired condition of fifteen-minute spacing between watercraft (40 launches per day). This figure also seemed compatible with the anecdotal experiences of committee members who had used this section of the river in the past.

Rather than relying entirely on recreation research and past observations to calculate a standard, the committee went on to recommend that FWP use 40 launches per day as a tentative standard and compare this figure with actual use data collected through a self-registration system at Reach 3 access sites. The official standard would be the lower of the two figures.

Prior to recommending that the FWP Commission adopt restrictions or a limited-entry permit system FWP would assess the impacts on recreational opportunities, the probability that the actions would resolve the problem, the resources needed to administer the management actions, and how the agency would pay for these resources.

Alternative A: Continue to manage watercraft launches in Reach 3 without a trigger point to indicate when additional management actions may be warranted. (No Action Alternative)

Management Direction: FWP would manage floating without defining a maximum volume of float use that would be allowed in Reach 3. If concerns arise over the amount of float use occurring, FWP would rely on collected recreation use data, professional judgment from FWP staff and input from the public to determine if/when management actions would be implemented and which type of management actions would be best suited to address management issues.

Implementation:

- a) Utilize a self-registration system at access sites to collect recreation use data that is pertinent to floating in Reach 3.
- b) In an ongoing manner, incorporate data, input from FWP staff and input from the public to assess conditions and identify and implement management actions to address issues.

Alternative B (Preferred Alternative): Establish a trigger point for the number of watercraft launches in Reach 3 and implement additional management actions if the trigger point is exceeded.

Management Direction: FWP should implement nonrestrictive management actions and require floaters to self-register when they launch at access sites in Reach 3. FWP would monitor the combined total number of launches^a that occur per day (June 1 through July 31) at the North Fork Crossing Lodge (commercial use only), Harry Morgan FAS and River Junction FAS. After evaluating two years of combined data, FWP would establish an official standard that is:

- a) 40 launches per day; or

a. A launch would be defined as a group of up to four people with up to four boats.

- b) the number of combined launches per day occurring on 95% of the days during the season (whichever amount is lower)^a.

If results from the both years of data collection indicate that the standard was exceeded on 10% or more of the days during the season (June 1 through July 31), FWP may recommend that the FWP Commission adopt restrictive management actions for implementation the following year. If restrictive management actions are implemented and the standard is exceeded again on 10% or more of the days, FWP may recommend that the FWP Commission adopt a limited-entry permit system for implementation the following year. (Refer to 6.10 for the evaluation of a proposed permit allocation system.)

Note: It is important to reiterate that non-restrictive and/or less-restrictive management actions would be tried before proceeding to a permit system

Implementation:

- a) Inform and educate the public that a standard is being developed for the maximum number of combined launches in Reach 3.
- b) Utilize a self-registration system at access sites to collect two years of launch data for Reach 3.
- c) Analyze the combined data to determine the number of combined launches per day occurring on 95% of the days during the season.
- d) Establish a standard of either: a) 40 combined launches per day, or b) the number of combined launches occurring on 95% of the days during the season (whichever amount is lower).
- e) Compare the results of the of data analysis with the final standard.
- f) Implement the appropriate level of management actions and monitor recreational use.

a. Prior to having actual use data for Reach 3, 40 launches per day is the proposed acceptable standard (i.e. use that exceeds 40 launches per day is considered undesirable). After use data is collected, FWP can calculate the number of combined launches per day occurring on 95% of the days during the season and use this as the official standard if the amount is less than 40.

Volume of Float Use in Reach 3 (Harry Morgan to Russell Gates)		
<div> <div>ALTERNATIVES</div> <div>IMPACTS & EFFECTS</div> </div>	Alternative A: Continue to manage watercraft launches in Reach 3 without a trigger point to indicate when additional management actions may be warranted. (No Action Alternative)	Alternative B (Preferred Alternative): Establish a trigger point for the number of watercraft launches in Reach 3 and implement additional management actions if the trigger point is exceeded.
Physical Environment	<p>Impacts and effects would depend on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increase in use levels is likely and could have cumulative physical impacts at access sites and popular stops along the river.</p>	<p>Impacts to the physical environment would likely be the same or less than current levels due to the limiting of use to current amounts or less.</p>
Social Environment	<p>Without determining a maximum amount of use, encounters on the river are likely to increase beyond current levels.</p> <p>Currently, use in Reach 3 has been characterized as being at, near, or beyond desirable.</p> <p>Use levels exceeding current conditions would likely have negative effects on the social environment.</p>	<p>Currently, use in Reach 3 has been characterized as being at, near, or beyond desirable.</p> <p>Impacts to the social environment would likely be the same or less than current levels due to the limiting of use to current amounts or less. Thus maintaining a more desirable recreation experience.</p> <p>Restrictive management actions that limit use would afford less spontaneity to those planning trips and displace use to other locations.</p>
Biological Environment	<p>Without determining a maximum amount of use, the amount of floating is likely to increase beyond current levels.</p> <p>Continued increases in use levels could lead to cumulative biological impacts in and along the river.</p>	<p>Impacts to the biological environment would likely be the same or less than current levels due to the limiting of use to current amounts or less.</p>
Cultural Environment	No significant impacts are predicted.	No significant impacts are predicted.
Economic Environment	No significant impacts are predicted.	<p>Reach 3 is popular for commercially guided fishing trips.</p> <p>Limiting the number of float opportunities would limit the number of trips that commercial floaters could conduct.</p> <p>This could lead to negative economic impacts to outfitting businesses if commercial opportunities were limited.</p>
Aesthetic Environment	<p>Without determining a maximum amount of use, the amount of floating is likely to increase beyond current levels.</p> <p>Continued increases in use may diminish the quality of the aesthetic environment by increasing the potential for encounters with other floaters and the potential for natural resource impacts.</p>	<p>Impacts to the aesthetic environment would likely be the same or less than current levels due to the limiting of use to current amounts or less. Thus enhancing the users' recreational experience.</p>
Administrative Environment	<p>No significant impacts are predicted.</p> <p>The existing management approach would continue.</p> <p>The public is familiar with the current management approach.</p>	<p>Establishing a maximum amount of use would lead to additional staff workload related to data collection, use monitoring and implementing and enforcing management actions.</p> <p>The public would be required to learn new policies, rules and regulations.</p>

6.8 **Issue: Volume of Float Use in Reaches 4 & Upper 5**

Discussion: Reaches 4 and Upper 5 (Russell Gates FAS to Whitaker Bridge) are fairly pristine reaches of the Blackfoot River with long stretches away from roadways. These reaches provide much of the popular whitewater boating opportunities on the Blackfoot River and are also popular for angling. These use types primarily occur at different times of the year and should be managed differently with the understanding that there is some overlap between use types depending on conditions. While the lower reaches (Lower 5 and 6) of the Blackfoot can be managed for more social recreation settings and higher use levels, upper reaches should be managed for progressively (moving upstream) less social recreation settings and provide more opportunity for fewer encounters with other floaters. The tolerance for frequency of encounters differs between angling and non-angling floaters (e.g. whitewater rafting) as non-angling floaters generally feel less competition with one another and in some cases may feel an increased level of security when in the presence of other floaters, particularly when running rapids. Current conditions in Reaches 4 and Upper 5 can be characterized as busy during certain times of the year with higher volumes of use occurring during the whitewater floating season in the late spring and early summer. Although these reaches provide a variety of float opportunities, the frequency of encounters and condition of river resources were not collectively characterized by the RRAFT Committee as being at, near, or beyond desirable.

Whereas an understanding of the characteristics of use in Reach 3 may make it possible to identify an indicator and standard for managing the volume of float use, Reaches 4 and Upper 5 provide a more diverse array of use types and have more complex characteristics of use. As a result, these reaches see different use patterns and recreation management issues. Recreation use data related to the volume of use in Reaches 4 and Upper 5 lacks the level of specificity necessary to appropriately identify indicators and standards associated with managing volume of use. Because of the diversity of use types and the lack of specificity in use data, the establishment of indicators and standards for Reaches 4 and Upper 5 may best be accomplished after the collection and analysis of pertinent data. This would allow FWP to understand characteristics of use such as the relationship between angling and non-angling float use, seasonality/timing of use, and satisfaction of users.

Monitoring use in Reaches 4 and Upper 5 through self-registration at access sites is important in ensuring that desired conditions are being met. If a permit system were triggered in Reach 3, it would be particularly important to monitor the conditions in adjacent or nearby reaches to detect displacement (use shifting from a permitted reach to a non-permitted reach). The results of monitoring efforts could be used to manage for desired conditions. If a permit system is implemented for Reach 3, FWP could propose an indicator and standard to manage the volume of use in Reaches 4 and Upper 5. Alternatively, floating could be managed without defined standards for recreational use and management actions implemented on an ongoing basis that incorporates the collection of data, professional judgment and public input in decision-making efforts.

Alternative A: Continue to manage watercraft launches in Reach 4 and Upper Reach 5 without a trigger point to indicate when additional management actions may be warranted. (No Action Alternative)

Management Direction: FWP would manage floating without defining a maximum volume of float use that would be allowed in Reaches 4 and Upper 5. If concerns arise with the amount of float use occurring, FWP would rely on collected recreation use data, professional judgment from staff and input from the public to determine when to implement management actions and which type of management actions would be best suited to address management issues.

Implementation:

- c) Utilize a self-registration system at access sites to collect recreation use data that is pertinent to floating in Reaches 4 and Upper 5.
- d) In an ongoing manner, incorporate input from staff and the public to assess conditions and identify management actions for implementation.

Alternative B (Preferred Alternative): If a permit system is implemented in Reach 3, establish a trigger point for the number of watercraft launches in Reach 4 and Upper Reach 5 and implement additional management actions if the trigger point is exceeded.

Management Direction: FWP would identify potential indicators for managing volume of use in Reach 4 and Upper 5. Data representing these potential indicators would be collected in conjunction with recreation use monitoring. Potential indicators could include:

- ▶ Satisfaction with conditions at put-in and take-out locations
- ▶ Satisfaction with the behavior of others encountered on the river
- ▶ Floater perception of crowding on the river
- ▶ Number of launches and take-outs occurring at access sites
- ▶ Number of encounters with other floaters
- ▶ Total number of floaters during a specific time frame

Data would be analyzed to best understand the characteristics of use and identify the most appropriate indicators for Reaches 4 and Upper 5. If a permit system were to be implemented in Reach 3, FWP would propose an indicator and standard for managing the volume of use in Reaches 4 and Upper 5. This proposal would be evaluated through public comment and a final decision made to establish a final indicator and standard for Reaches 4 and Upper 5. FWP would then continue to monitor conditions according to the established indicator and standard to determine whether conditions exceed the final standard. If the standard is exceeded in Reaches 4 and/or Upper 5, FWP would first use restrictive management actions (short of a permit system) and move to a permit system if conditions fail to improve.

Implementation:

- a) Utilize a self-registration system to collect recreation use data that is pertinent to floating in Reaches 4 and Upper 5.
- b) If a permit system is implemented for Reach 3, analyze data and propose an indicator and standard for managing the volume of use in Reaches 4 and 5.
- c) Gather public input on the proposed indicator and standard.
- d) Following evaluation through public comment, FWP would prepare a final decision identifying a final indicator and standard for managing volume of use in Reaches 4 and Upper 5.
- a) Monitor future use in accordance with the final standard and implement non-restrictive management actions as needed.
- e) Following the establishment of a final standard, if conditions exceed the standard in a single year, FWP would implement restrictive management actions, short of a permit system.
- g) Following the establishment of a final standard, if conditions exceed the standard during a second consecutive year, a permit system would be implemented for float use in Reaches 4 and Upper 5.
- f) Following the implementation of management actions, monitor the system to ensure that desired conditions are achieved.

Volume of Float Use in Reaches 4 and Upper 5 (Russell Gates to Whitaker Bridge)		
ALTERNATIVES ↓ IMPACTS & EFFECTS	Alternative A: Continue to manage watercraft launches in Reach 4 and Upper Reach 5 without a trigger point to indicate when additional management actions may be warranted. (No Action Alternative)	Alternative B (Preferred Alternative): If a permit system is implemented in Reach 3, establish a trigger point for the number of watercraft launches in Reach 4 and Upper Reach 5 and implement additional management actions if the trigger point is exceeded.
Physical Environment	<p>Impacts and effects would depend on future trends in use and on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increase in use levels is likely and could have cumulative physical impacts at access sites and popular stops along the river.</p>	<p>Impacts and effects would depend on future trends in use. The volume of use would likely increase until the time when a permit system was implemented in Reach 3.</p> <p>Increases in use levels could have cumulative physical impacts at access sites and popular stops along the river.</p>
Social Environment	<p>Currently, Reaches 4 and Upper 5 have been characterized as being very busy during certain times of the year with conditions remaining within a desirable range.</p> <p>Impacts and effects would depend on future trends in use and on management actions selected for implementation to address future issues as they arise. The volume of use would likely increase</p>	<p>Currently, Reaches 4 and Upper 5 have been characterized as being very busy during certain times of the year with conditions remaining within a desirable range.</p> <p>Impacts and effects would depend on future trends in use. The volume of use would likely increase until the time when a permit system was implemented in Reach 3.</p>
Biological Environment	<p>Impacts and effects would depend on future trends in use and on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increase in use levels is likely and could lead to cumulative biological impacts in and along the river.</p>	<p>Impacts and effects would depend on future trends in use. The volume of use would likely increase until the time when a permit system was implemented in Reach 3.</p> <p>Increase in use levels is likely and could lead to cumulative biological impacts in and along the river.</p>
Cultural Environment	No significant impacts are predicted.	No significant impacts are predicted.
Economic Environment	No significant impacts are predicted.	<p>Reaches 4 and 5 are popular for commercially guided fishing and whitewater trips.</p> <p>Future limits on use could lead to negative economic impacts to outfitting businesses if commercial opportunities were to be limited.</p>
Aesthetic Environment	Continued increase in use levels is likely and may diminish the quality of the aesthetic environment by increasing the potential for encounters with other floaters and the potential for natural resource impacts.	<p>Impacts and effects would depend on future trends in use. The volume of use would likely increase until the time when a permit system was implemented in Reach 3.</p> <p>Continued increases in use may diminish the quality of the aesthetic environment by increasing the potential for encounters with other floaters and the potential for natural resource impacts.</p>
Administrative Environment	<p>No significant impacts are predicted.</p> <p>The public is familiar with the current management approach and that approach would continue.</p>	<p>Determining a maximum amount of use would lead to additional staff workload related to data collection, use monitoring and implementing and enforcing management actions.</p> <p>The public would be required to learn new policies, rules and regulations.</p>

6.9 **Issue: Volume of Float Use in Lower Reach 5 & Reach 6**

Discussion: Lower Reach 5 and Reach 6 (Whitaker Bridge to the Clark Fork confluence) are heavily used by recreational floaters during the summer months. This section includes the Whitaker Bridge and Johnsrud Park access sites, which are particularly popular for inner-tubers. While this section can provide less social recreation experiences during the spring and fall, the majority of the people visiting these reaches during the summer are seeking a social experience. There are however, other recreationists who would prefer a quieter experience in the absence of crowds. Furthermore, user behavior during peak season has in the past ranged from undesirable to illegal and thus discouraged family outings in these reaches. Increased law enforcement presence has helped to curtail inappropriate or illegal behavior and there are indications that more families are returning to these sections of the river. The large number of people using the river has also raised concerns about resource impacts and littering in particular. Increased education and enforcement, annual river cleanups and a glass bottle restriction have helped to mitigate this problem. The current vision for these reaches of the river is to manage for high numbers of people as long as resource impacts are minimal and user behavior is appropriate, safe and legal. Managing these reaches for high use provides a desired experience for many people. There is a concern that an effort to reduce the number of people recreating in these reaches could lead to more people using the upper reaches of the river, reaches that are managed more for solitude and opportunities for fewer interactions with other recreationists.

Alternative A (Preferred Alternative): Continue to manage for high volumes of summer use while monitoring resource impacts and user behavior. (No Action Alternative)

Management Direction: During the summer in Lower Reach 5 and Reach 6, FWP would continue to manage for a high volume of use and a social experience where floaters expect frequent encounters with other floaters. In addition, FWP would monitor resource impacts and user behavior to ensure that the volume of use does not lead to natural resource degradation or disorderly or inappropriate behavior.

Implementation:

- a) Inform and educate the public of proper river use ethics and etiquette as well as FWP rules and regulations governing recreational use on the river and at access sites.
- b) Continue a “zero-tolerance” enforcement approach toward violations such as illegal parking, littering, possession of glass containers and disorderly behavior.
- c) Monitor resource conditions in accordance with indicators and standards described in this management plan to ensure a balance between high volume use and quality resource conditions.

Alternative B: Manage for fewer people at access sites and reduced frequency of encounters on the river.

Management Direction: FWP would manage Lower Reach 5 and Reach 6 for lower volumes of use and fewer encounters with other recreationists. This would likely require implementation of management actions that would limit the number of recreationists accessing the Blackfoot River in these reaches during the summer.

Implementation:

- a) Inform and educate the public that FWP will begin managing Lower Reach 5 and Reach 6 for fewer people and fewer encounters.
- b) Identify management actions (ranging from least to most restrictive) that would be effective in reducing the number of people at access sites and the frequency of encounters on the river.
- c) Implement appropriate management action(s) and monitor their effect on achieving desired conditions.

Volume of Use in Lower Reach 5 & Reach 6 (Whitaker Bridge to the Clark Fork Confluence)		
<div> <div>ALTERNATIVES</div> <div> <div>IMPACTS & EFFECTS</div> <div></div> </div> </div>	Alternative A (Preferred Alternative): Continue to manage for high volumes of summer use while monitoring resource impacts and user behavior. (No Action Alternative)	Alternative B: Manage for fewer people at access sites and reduce encounters on the river.
Physical Environment	Although the volume of use has been on the rise, current management efforts (e.g. Blackfoot Clean-up, distribution of mesh trash bags, and enhanced enforcement efforts) have been effective in reducing impacts to the physical environment and would continue to be implemented in the future.	Impacts to the physical environment would likely be the same or less than current levels due to the limiting of use to current amounts or less.
Social Environment	Although the volume of use has been on the rise, current management efforts (glass container ban, parking enforcement and no tolerance approach to disorderly conduct) have been effective in reducing impacts to the social environment and would continue to be implemented in the future.	Impacts to the social environment would likely be the same or less than current levels due to the limiting of use to current amounts or less. Restrictive management actions that limit use would afford less spontaneity to recreationists and displace use to other locations.
Biological Environment	Continued increase in use levels is likely and could lead to cumulative biological impacts in and along the river.	Impacts to the biological environment would likely be the same or less than current levels due to the limiting of use to current amounts or less.
Cultural Environment	No significant impacts are predicted.	No significant impacts are predicted.
Economic Environment	No significant impacts are predicted.	Limiting the amount of use could lead to negative economic impacts to outfitting businesses if commercial opportunities were limited.
Aesthetic Environment	Continued increase in use levels is likely. Depending on recreationist perspective increasing use could either enhance aesthetic quality or diminish it.	Impacts to the aesthetic environment would depend on recreationist perspective. Limiting use could either enhance aesthetic quality or diminish it.
Administrative Environment	No significant impacts are predicted. The public is familiar with the current management approach and that approach would continue.	Managing for fewer people and encounters would lead to additional staff workload related to data collection, use monitoring and implementing and enforcing management actions. The public would be required to learn new policies rules and regulations.

6.10 Issue: Proposed Permit Allocation System

Discussion: The plan points out that there are a number of management actions that can be used to improve undesirable social and resource conditions. The plan also points out that less-restrictive management actions are to be used before more-restrictive management actions, and that a limited-entry permit system is the most restrictive management tool. The intent of the plan is to guide management decisions that will help to avoid the need to implement a permit system. The plan also explains that there could be conditions in the future that trigger the department to recommend a permit system to the FWP Commission.

A key component of any permit system is the mechanism for allocating (issuing) the permits. There are a number of questions that pertain to an allocation system (Appendix C lists questions and answers for the proposed allocation system). Some of these are overarching questions and their answers will shape many of the more detailed features of the allocation system. For example, *when* will the permits be allocated? Given the day-use nature of recreation on the Blackfoot River, a permit allocation system for the Blackfoot should accommodate short-range planning while acknowledging the desire of some users and user groups to plan ahead.

Another overarching question has to do with which user groups will be issued permits, and related, the number of permits that will be issued to each user group. Commonly this refers to two user groups: commercial users and noncommercial (private) users. There are also allocation systems under which all of the permits are allocated to a single user group (noncommercial users) and it is up to the permit holder to decide whether they want to hire the services of a commercial user. Some permit systems allocate permits based on historical use. Other systems allocate permits on a first come, first serve basis or a lottery.

This plan recognizes that the Blackfoot River is a public resource and an allocation system should reflect the interests of non-commercial users. The plan also acknowledges that there are members of the public who prefer or benefit from commercial services and a permit system should ensure that these opportunities are available.

Whereas the plan offers overarching guidance and some details on the development of a permit allocation system, there are a number of details that should be finalized at such time that a permit system is imminent and more information is available. This would take place through a public process and decided by the FWP Commission. For these reasons, the alternatives below intentionally lack specific details and instead outline a basic framework for allocating permits.

Alternative A: No Permit System. (No Action Alternative)

Management Direction: FWP would not implement a permit system and therefore there would be no need for a permit allocation system. FWP would use other types of management actions to address concerns.

Implementation:

- a) Monitor use to determine if conditions become undesirable.
- b) If conditions become undesirable, inform and educate the public on implementation of appropriate management actions.
- c) Implement management actions (short of a permit system) to address concerns related to volume of use.
- d) Monitor conditions to ensure that selected management actions are achieving desired conditions.

Alternative B: Hybrid Allocation System (Preferred Alternative). Two-phased permit allocation system with split allocation for the first phase and first come, first serve allocation for the second phase.

Management Direction: If it becomes necessary to implement a permit system, FWP would recommend that the Commission adopt a two-phase permit allocation system. In the first phase, a portion of the available permits would be allocated to noncommercial and commercial users prior to the season with no more than 50% of the permits going to the commercial users (percentage based on prior use data). In the second phase, permits would be allocated on a first-come, first-service basis to noncommercial and commercial users up to 14 days ahead of time (weekend permits restricted to noncommercial use only). The first phase would provide opportunities to those who wish to plan their trip in advance and the second phase would provide opportunities to those who seek spontaneity and the opportunity to obtain a permit closer to their preferred launch date. (Refer to Appendix D for a more detailed description of the proposed permit allocation system for this alternative).

Implementation:

- a) Monitor reach conditions and trigger point (standard).
- b) If trigger point is exceeded, advise Commission and recommend implementation of hybrid allocation system.
- c) Implement the permit system. (Appendix D provides a detailed description of the proposed permit allocation system for this alternative.)
- d) Monitor conditions to ensure that permit system is resulting in desired conditions.

Alternative C: Non-fixed Allocation System. Allocate all permits to individuals (none specifically to commercial users). Permit holders would then decide whether to hire a commercial service provider.

Management Direction: If it becomes necessary to implement a permit system, FWP would recommend that the Commission adopt a permit allocation system under which all of the permits are allocated to individuals (non-commercial users). An individual who obtains a permit could then choose to hire the services of a commercial user. Permits would be released during two phases. During phase one, a portion of the permits would be allocated prior to the start of the season to provide opportunities to those who wish to plan their trip in advance. The remainder of the permits would be allocated a short time period prior to the use date.

Implementation:

- a) Monitor reach conditions and trigger point (standard).
- b) If trigger point is exceeded, advise Commission and recommend implementation of non-fixed allocation system.
- c) Implement the permit system.
- d) Monitor conditions to ensure permit system is resulting in desired conditions.

Alternative D: Fixed (Split) Allocation System. Allocate a pre-defined quantity of permits to commercial users and a pre-defined quantity of permits to non-commercial users.

Management Direction: If it becomes necessary to implement a permit system, FWP would recommend that the Commission adopt a permit allocation system under which the permits are split between noncommercial and commercial users. The percentage of permits allocated to each user group would be determined by the available recreation use data and input received during the rulemaking process. Like alternatives B and C, permits would be released through a two-phase system on a first-come, first-serve basis.

Implementation:

- a) Monitor reach conditions and trigger point (standard).
- b) If trigger point is exceeded, advise Commission and recommend implementation of fixed (split) allocation system.
- c) Implement the permit system.

Monitor conditions to ensure permit system is resulting in desired conditions.

Proposed Permit Allocation System (Alternatives A & B)		
<div> <div>ALTERNATIVES</div> <div>IMPACTS & EFFECTS</div> </div>	<div> <div>Alternative A: No Permit System. (No Action Alternative)</div> </div>	<div> <div>Alternative B: Hybrid Allocation System (Preferred Alternative).</div> <div>Two-phased permit allocation system with split allocation for the first phase and first come, first serve allocation for the second phase.</div> </div>
Physical Environment	<p>Impacts and effects would depend on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increase in use levels is likely and could have negative physical impacts at access sites and popular stops along the river.</p>	<p>No significant impacts are predicted.</p>
Social Environment	<p>Impacts and effects would depend on management actions selected for implementation to address future issues as they arise.</p> <p>Currently, use in Reach 3 has been characterized as being at, near, or beyond desirable.</p> <p>Use levels exceeding current conditions would likely have negative effects on the social environment.</p>	<p>A permit system would preserve float opportunities that provide for fewer encounters.</p> <p>Those without permits would not be allowed to float.</p> <p>A permit system would afford less spontaneity to those planning trips and could displace use to other locations.</p>
Biological Environment	<p>Impacts and effects would depend on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increases in use levels could cumulatively lead to negative biological impacts in and along the river.</p>	<p>No significant impacts are predicted.</p>
Cultural Environment	<p>No significant impacts are predicted.</p>	<p>No significant impacts are predicted.</p>
Economic Environment	<p>No significant impacts are predicted.</p>	<p>Depending on the allocated proportion of commercial permits, outfitting businesses could experience negative economic impacts related to a reduction in available opportunity to conduct trips.</p>
Aesthetic Environment	<p>Impacts and effects would depend on management actions selected for implementation to address future issues as they arise.</p> <p>Continued increases in use may diminish the quality of the aesthetic environment by increasing the potential for encounters with other floaters and the potential for natural resource impacts.</p>	<p>Impacts to the aesthetic environment would likely be the same or less than current levels due to the limiting of use.</p>
Administrative Environment	<p>No significant impacts are predicted.</p> <p>The existing management approach would continue.</p> <p>The public is familiar with the current management approach.</p>	<p>Implementing a permit allocation system would lead to additional staff workload related to issuing permits, monitoring use and enforcing permit compliance.</p> <p>The public would be required to learn new policies, rules and regulations.</p>

Proposed Permit Allocation System (Alternatives C & D)		
<div> <div>ALTERNATIVES</div> <div> <div>IMPACTS & EFFECTS</div> <div></div> </div> </div>	Alternative C: Non-fixed Allocation System. Allocate all permits to individuals (none specifically to commercial users). Permit holders would then decide whether to hire a commercial service provider.	Alternative D: Fixed (Split) Allocation System. Allocate a pre-defined quantity of permits to commercial users and a pre-defined quantity of permits to non-commercial users.
Physical Environment	No significant impacts are predicted.	No significant impacts are predicted.
Social Environment	<p>A permit system would preserve float opportunities that provide for fewer encounters.</p> <p>Those without permits would not be allowed to float.</p> <p>A permit system would afford less spontaneity to those planning trips and could displace use to other locations.</p>	<p>A permit system would preserve float opportunities that provide for fewer encounters.</p> <p>Those without permits would not be allowed to float.</p> <p>A permit system would afford less spontaneity to those planning trips and could displace use to other locations.</p>
Biological Environment	No significant impacts are predicted.	No significant impacts are predicted.
Cultural Environment	No significant impacts are predicted.	No significant impacts are predicted.
Economic Environment	Depending on the proportion of individuals who choose to hire a commercial outfitter, outfitting businesses could experience negative economic impacts related to a reduction in available opportunity to conduct trips.	Depending on the allocated proportion of commercial permits, outfitting businesses could experience negative economic impacts related to a reduction in available opportunity to conduct trips.
Aesthetic Environment	Impacts to the aesthetic environment would likely be the same or less than current levels due to the limiting of use.	Impacts to the aesthetic environment would likely be the same or less than current levels due to the limiting of use.
Administrative Environment	<p>Implementing a permit allocation system would lead to additional staff workload related to issuing permits, monitoring use and enforcing permit compliance.</p> <p>The public would be required to learn new policies, rules and regulations.</p>	<p>Implementing a permit allocation system would lead to additional staff workload related to issuing permits, monitoring use and enforcing permit compliance.</p> <p>The public would be required to learn new policies, rules and regulations.</p>

Appendix A – Access Sites

Access Site (Management Authority)	River Mile	Boat Launch	Day-use Parking (Vehicle Capacity)	Restrooms	Drinking Water	Picnic Tables	Fire Rings	Camping	No. of Campsites	
Reach 1										Comments
Aspen Grove (USFS)	114.6		P (15)						20	Limited watercraft access due to seasonal water conditions.
Stemple Pass Rd Bridge (Lincoln/Lewis & Clark Counties)	106.2		P (2)							County Road Bridge/Stream Access Law.
Dalton Mountain Bridge (MDT)	101.0		P (3)							County Road Bridge/Stream Access Law.
Sauerkraut Creek Access (BLM)	99.0		P							
Moose Creek/Nevada Rd Bridge (USFS)	91.7		P (8)						8	Walk-in access.
Kershaw Access (BLM)	88.0		P							
Arrastra Creek (BLM)	86.0		P (5)							Walk-in access.
Reach 2										Comments
Mineral Hill/Hwy 141 Bridge (BLM)	82.3		P (4)							Walk-in access.
Aunt Molly WMA (FWP)	70.2		P							Carry-in/hand launch.
Cedar Meadow FAS (FWP)	64.6		P (10)							Hand launch.
Newman Raymond Bridge (Powell County)	58.4		P							County Road Bridge/Stream Access Law.
Reach 3										Comments
Harry Morgan FAS (FWP)	2.0*		P (15)						4	Gravel/river bottom boat launch.
River Junction FAS (FWP)	52.5		P (15)						6	Gravel/river bottom boat launch.
Scotty Brown Bridge FAS (FWP)	44.3		P (4)							Carry-in/hand launch.
Reach 4										Comments
Russell Gates FAS (FWP)	40.2		P (36)						11	Gravel/river bottom boat launch.
Sperry Grade (DNRC)	38.2		P (15)							Gravel/river bottom boat launch.
Clearwater Bridge (6-Stall) FAS (FWP)	33.5		P (6)							Carry-in/hand launch.
Sunset Hill (3-Stall) FAS (FWP)	31.0		P (3)							Carry-in/hand launch.

* Indicates river mileage from confluence of Blackfoot and North Fork Blackfoot Rivers.

Appendix A – Access Sites *(Continued)*:

Access Site (Management Authority)	River Mile	Boat Launch	Day-use Parking (Vehicle Capacity)	Restrooms	Drinking Water	Picnic Area	Fire Rings	Camping	# of Campsites	
Reach 5 (Upper)										Comments
Roundup FAS (FWP)	29.0		P (50)							Trailer accessible raft slide.
Ninemile Prairie FAS (FWP)	25.2		P (10)						3	Limited access.
Corricks River Bend FAS (FWP)	23.1		P (20)						11	Gravel/river bottom boat launch.
River Bend Day Use (BLM/FWP)	22.4		P (30)							Walk-in access.
Belmont Creek (BLM/FWP)	21.0		P (10)							Walk-in access.
Red Rocks (BLM/FWP)	19.1		P (15)							Walk-in access.
Reach 5 (Lower)										Comments
Whitaker Bridge (BLM/FWP)	18.8		P (50)							Concrete boat launch.
Thibodeau Campground (BLM/FWP)	18.1		P (27)						7	Limited access.
Thibodeau Rapids Day-use (BLM/FWP)	17.0		P (12)							Walk-in access.
Sheep Flats (BLM/FWP)	16.5		P (13)							Limited access.
Daigle's Eddy (BLM/FWP)	14.9		P (36)							Limited access.
Reach 6										Comments
Johnsrud Park FAS (FWP)	12.6		P (209)							Concrete boat launch.
K. Ross Toole FAS (FWP)	8.9		P (20)							Limited access.
Angevine (FAS) (FWP)	7.0		P (65)							Carry-in/hand launch.
Wisherd/Hwy 200 Bridge (MDT)	6.3		P							Gravel/river bottom boat launch.
Marco Flats FAS (FWP)	3.4		P (15)							Carry-in/hand launch.
Weigh Station FAS (FWP)	1.8		P (75)							Gravel/river bottom boat launch.
Reach 7										Comments
North Fork Trailhead (USFS)	18.0*		P							Walk-in access.
Hwy 200 Bridge (MDT)	5.9*		P							County Road Bridge/Stream Access Law.

* Indicates river mileage from confluence of Blackfoot and North Fork Blackfoot Rivers.

Appendix B – Potential Management Actions

The FWP statewide River Recreation Rules call for the development of a range of management actions from less restrictive to more restrictive and the implementation of management actions that are commensurate with the severity of the conditions present. During the planning process leading up to the development of this plan, the RRAFT committee developed several management actions that could be used to address existing recreation management issues as well as issues that could arise in the future.

Acknowledging the concept that the selection of a management action to address a particular issue depends on individual circumstances, this appendix provides a description of potential management actions that could be utilized by managers when trying to address river recreation management issues on the Blackfoot River and North Fork of the Blackfoot River. The management actions are separated into non-restrictive management actions, restrictive management actions, and rationing use.

Non-Restrictive Management Actions

The following management actions are considered “non-restrictive” and can be implemented on an ongoing basis as needed.

Enhance Information & Educational Messages

Develop and disseminate information explaining the consequences of undesirable behavior and promoting proper behavior and river etiquette both on the river and at access sites.

Increase Management/Enforcement Presence

Increase efforts to enforce rules and regulations in order to facilitate appropriate use, reduce conflicts and protect resources.

Require On-site Self Registration

Require all floaters (commercial & non-commercial) to self-register (sign-in) prior to floating as a means of distributing educational information and collecting use data, e.g. the amount, timing, location, and types of use.

Redesign Access Site(s)

Redesign access site(s) to direct recreational use at site(s), e.g. the volume, location, and/or type of use.

Provide a Shuttle System

Provide a shuttle system to access the river as a means to reduce vehicle congestion.

Redirect Existing Use

Redirect use amounts and/or types to more suitable locations.

Increase Ranger Contacts

Focus river ranger efforts on maximizing contacts with user groups in areas where management concerns are present.

Hire a Site Host

Hire a host to stay on-site to increase public contacts and management presence.

Restrictive Management Actions and Rationing

The following management actions are considered “restrictive” and may require FWP Commission rulemaking to implement them.

Limit Parking at Access Sites

Limit the amount of parking available at an access site(s) as a way to manage the number of people and/or watercraft accessing the river or a reach of the river.

Establish Schedules for Different Use Types

Schedule different user types and/or activity types on different days, times and/or locations, etc. as a means to reduce the concentration of recreationists utilizing the same site or reach of the river at the same time.

Establish a Use Fee

Implement fees to help pay for increased management presence and/or resources.

Temporarily or Permanently Close Site/Location

Close a site or location to address impacts and conduct rehabilitation efforts.

Reduce Maximum Group Size

Reduce the maximum group size limits in a given reach as a means to address concerns related to the size of the group.

Restrict the Number of Launches

Restrict the number of watercraft launches allowed per day per reach per person as a means to reduce the number of watercraft using a reach or site during a given time period.

Require River Users to Obtain a Permit (No Limit on the Number of Permits)

Require floaters to obtain a permit to float a reach of the Blackfoot River. There would not be a limit on the number of permits issued. A fee would be charged to cover costs associated with the administration of the permit system.

Require Users to Obtain a Permit (Number of Permits is Limited – Rationing)

Require floaters to obtain a permit to float a reach of the Blackfoot River. There would be a limit on the number of permits issued. A fee would be charged to cover costs associated with the administration of the permit system.

Appendix C – Proposed Permit Allocation System

Who owns the land adjacent to the river?	Mixed public and private.
How many access sites are there?	3 public access points (Harry Morgan FAS, Scotty Brown Bridge FAS & River Junction FAS) and 1 private commercial access point (North Fork Crossing Lodge).
What types of river trips are available?	Day trips with some opportunity for overnight trips.
What are the primary types of craft used?	Rafts, drift boats, canoes & kayaks.
What are the primary recreational opportunities?	Float fishing, floating and camping.
What is the primary season of use?	Memorial Day through Labor Day.
What would trigger the permit system to go into effect?	Exceeding the maximum number (no more than 40) of combined launches (launch = up to 4 people) at the 3 access sites. Exceedance must occur on 10% of the days during June and July for 2 consecutive years.
Could the allocation system be suspended?	Possibly, if launches/day are significantly less than the standard for multiple consecutive years.
What is the type of the proposed permit system?	Full (commercial and non-commercial).
What would the season dates be?	June and July. FWP could extend the permit season if monitoring indicates use levels are exceeding established standards outside of June and July.
What would the distribution technique be?	Reservations – First come, first serve.
How would reservations be accepted?	Reservations would be made through FWP offices and the FWP website.
Would user fees be assessed?	Yes, a non-refundable fee would be collected at the time of the reservation. The fee amount would be established by the FWP Commission.
Would group reservations be allowed?	No, permits would be issued to an individual, but one permit would cover up to four people in up to four boats. The individual named on the permit must be present in the group.
Would there be a limit to the number of permits an individual could have?	Yes, an individual could only obtain one permit per week. A week is defined as Monday through Sunday. Additionally an additional permit could be acquired within 24 hours of launch date while in possession of another permit for the same week.
Would permits be transferable?	No, permits would not be transferable.
When would reservations be accepted?	Phase 1: 90 days prior to the season (50% of permits for each day would become available). Phase 2: 14 days prior to the week of the launch (remainder of permits would become available).
How would permits be split between commercial and non-commercial floaters?	Phase 1: A percentage of the total number of permits for each day would be available to commercial users only. This amount would be based on 2 years of data collection and would not exceed 50% of the total available permits. The remaining amount in Phase 1 would only be available to non-commercial users. Phase 2: There would be no allocation of permits specifically to commercial or non-commercial users. All permits would be available to either group on a first come, first serve basis. Commercial users would not be able to obtain permits for weekend use during phase 2.
Would confirmation be required?	No, but floaters would be required to present their permit during the trip when requested.
Would there be a cancellation policy?	No, and refunds would not be issued.
Would there be no show penalties?	No.
Would cancelled permits be reissued?	No.
Additional Information	-Weekends would be defined as Saturday and Sunday -Commercial users could make reservations on behalf of booked/booking clients. The named client must be present on the trip for the permit to be valid. -Permits that remain available 24 hours prior to launch date could be reserved by any person (commercial or non-commercial), for weekend or weekday launches, regardless of whether the individual already holds a permit during that week. -Users will be identified by an FWP Automated Licensing System (ALS) number. An ALS number is assigned by date of birth, followed by 1-3 digits sequentially.